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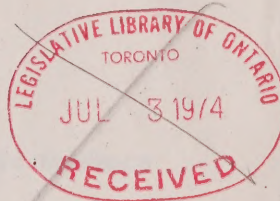
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Report of a National Study by

The Canadian Council on Social Development

*Background studies on day care*  
*(less pag. 81)*



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55 Parkdale Avenue  
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## CONTENTS

### Preface

SUMMARY OF FINDINGS AND THEIR IMPLICATIONS: RECOMMENDATIONS	1
PART 1: THE DEVELOPMENT OF DAY CARE SERVICES, CURRENT LEGISLATION, AND EVIDENCE FROM RESEARCH ON THE VALUE OF DAY CARE	
I - The Development of Day Care Services in Canada: An Historical Synopsis and Outline of Current Legislation	
A: An Historical Synopsis	1
The Beginnings and Up to World War II	1
World War II - 1960	3
1960 - 1970	8
The Training of Preschool Staff	9
B: Legislation Affecting Day Care Services	14
Summary and Assessment	22
II - The Value of Day Care Services: A Review of the Evidence From Research	29
Recent Canadian Studies	33
The Influence of Group Experience on Young Children	39
The Value of Preschool Enrichment Programs	47
A Community Approach to Day Care Services	58
Conclusions	64
PART 2: THE SURVEY	
III - Methodology	70
IV - General Characteristics of Centres, Staff and Children	75
Location, Program Types and Sponsorship of Centres	75
Licensing	78
Staff Characteristics	81



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Facilities and Equipment	85
Additional Services Provided by Centres	89
Characteristics of the Children Served	93
Family Characteristics of Children Served	94
 V - Types of Programs	 97
Location and Sponsorship of Centres	97
Program Objectives	99
Education and Work Experience of Staff	100
Facilities and Equipment of Centres	105
Standard Fees and Sliding Scales	106
Family Characteristics of Children Enrolled in Centres	108
 VI - Regional Characteristics of Centres	 111
 VII - Sponsorship of Centres	 114
 APPENDICES:	
I Summary of Provincial Day Care Legislation	118
II Campus Day Care Facilities	125
III Annotated Bibliography (available as a separate publication from the Canadian Council on Social Development)	



## PREFACE

The Canadian Council on Social Development began this study early in 1968 with the help of a grant from the Welfare Grants Division of the Department of National Health and Welfare. The study was intended to assist the development of adequate day care services in Canada by providing reliable and comprehensive information on the existing distribution, organization, staffing and child enrolment of day care programs. In spite of the lapse of time since the study was initiated, and an undoubtedly large increase in day care centres since then, the gap between the supply and potential need for such services is still substantial. Moreover, problems of staffing, funding, location, program and equipment of centres that were present at the time of the survey persist and it is believed that this report offers a basis for their better understanding and continuing efforts at their resolution.

Acknowledgements are due not only to the Department of National Health and Welfare for their financial assistance but also to the numerous individuals and organizations who cooperated in the survey and, finally, to the people who have borne with patience the delay in publication of this long awaited study. Dr. James Gripton has served as consultant to the study since January 1970 and was responsible for the analysis and report on the survey data, the historical synopsis and review of day care legislation. He was assisted in preparing the survey analysis by Novia Carter. Mrs. Elizabeth Lok and Mrs. Evelyn Gripton helped prepare the sections on history and legislation.





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### Introduction

The changing role of women as reflected in the increasing number of mothers of preschool children from all classes who are in the labour force has focussed public attention on the need for organized provision of day care services. While the origins of day care characterized it as a primarily custodial service for children of families suffering from economic deprivation or some form of social maladjustment, modern views of day care supported by research in learning theory and cognitive development of young children, stress the contribution to be made by day care to the education and development of all children. However, acceptance of day care as a normal community service for the normal child in the normal family remains impeded by the persistence of early attitudes associating day care with "welfare" and abnormal social situations. Moreover, public attitudes remain divided about the desirability and consequences for the child's well-being of the mother's employment outside the home.

The findings of the National Study of Day Care and the related Hamilton Study of Day Care Needs of Children in Hamilton and District<sup>1</sup>, together with information provided by the Report of the Royal Commission on the Status of Women and the Women's Bureau Study of Working Mothers and Their Child Care

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<sup>1</sup>By arrangement with The Social Planning and Research Council of Hamilton and District, questionnaires prepared for the National Study were circulated to all nursery schools and day care centres in Hamilton and District rather than to the sample called for in the National Study. Besides evaluating the existing situation regarding day care, the Hamilton Study undertook an investigation of the potential need for these services.



Arrangements<sup>2</sup> are valuable for the light they throw on these and other issues and provide important implications for future action.

The National Study was based on a sample of all centres providing day care and nursery school programs in Canada in early 1968. At that time an estimated 1,412 centres were serving 54,100 children. Only 15,000 of these children were enrolled in centres providing full day care programs; the remainder were attending nursery schools, normally half-day programs used predominantly by families in which the mother was not employed outside the home, or in centres offering a combination of day care and nursery school services, or in centres for children with special needs, such as the blind, deaf and mentally retarded. Besides the 15,000 children enrolled in day care programs as such, the survey found that 13 per cent of the mothers with children in nursery school programs were regularly outside the home and were using half-day programs as a day care arrangement.

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<sup>2</sup> The following abbreviations are used to identify reference sources:  
N.S. - Report of National Study of Day Care, Canadian Council on Social Development, 1972.  
H.S. - Day Care Needs of Children in Hamilton and District (Abridged Edition), Social Planning and Research Council of Hamilton and District, 1971.  
R.C.S.W. - Report of the Royal Commission on the Status of Women in Canada, Information Canada, 1971.  
W.B. - Working Mothers and Their Child Care Arrangements, Women's Bureau, Canada Department of Labour, 1970.





## The Need for Day Care

The need for services may be assessed according to a variety of criteria:

- (a) Expressed demand in the form of applications and requests that cannot be met from the available supply of services;
- (b) Potential demand for the service from people who, given changed financial or social circumstances, or if a different type of service were available, might express a demand for the service;
- (c) Informed judgment based on expert knowledge of the nature and purpose of the service and the incidence of situations to which it might appropriately be applied.

The National Study did not attempt directly to assess the need for day care services; however, the findings of the survey together with those of the Hamilton study and the Women's Bureau survey, provide useful indications of the dimensions of the problem.

According to the Women's Bureau survey, in 1967 there were 275,000 working mothers in Canada with 357,000 children under six years of age, of whom less than 3 per cent were attending centres classified as day nurseries or nursery schools (W.B. Table 23). This compares with an estimated need during the coming years for 450,000 places according to the Report of the Royal Commission on the Status of Women (R.C.S.W. p. 268).

Both the Hamilton and Women's Bureau studies make clear the diversity of child care arrangements to cope with many different types of situations that are made by parents in any given week of the year, depending on the age and school attendance of the child(ren), the composition of the family (one or both parents present), the employment status, work patterns and earnings of the parent(s), etc.



According to the Women's Bureau study, no regular arrangements were made for the care of more than 14,000 children under six years of age whose mothers worked during the week of the survey. In almost half of these cases the mother worked 35 hours or more during the week (W.B. Table 24). This group may be regarded as *prima facie* evidence of need for some form of organized provision of day care facilities which, if it were to be met, would require half as many places again as those available in day care centres at the time of the National Study.

The Women's Bureau study did not inquire into the reasons for the choice of particular child care arrangements or the mothers' satisfaction with them. Certain of the data however are suggestive of possible constraints imposed by limited earnings and by the age of the children in question.

Median annual earnings of working mothers in 1966 were \$1,783 where the husband was present and \$2,856 for widowed, separated and divorced mothers (10 per cent of working mothers are widowed, separated or divorced) (W.B. Table

29 per cent of families of working mothers with husbands present had combined annual incomes of less than \$6,000 (W.B. Table 32). The median combined income of mother and husband was \$7,032.

Only a minority of working mothers pay for the care of their children but this proportion increases as the combined family income rises; thus 16 per cent of children whose parents earn under \$3,000 a year are in paid care situations as compared with 37 per cent of children whose parents earn \$10,000 and over (W.B. Table 29).

The use of paid care arrangements similarly varies with the age of the





children. As age of the children increases the proportion of mothers paying for their child care decreases, from 56 per cent for mothers with children all under 6, to 11 per cent for mothers with children aged from 6 to 13 years (W.B. Table 31). This trend is particularly pronounced among mothers whose children are all aged under 3, of whom 62 per cent pay for their child care.

Judging from the findings of the National Study, existing group preschool programs are ill-adapted to meet the needs of this group of mothers with children under 3; only 5 per cent of children enrolled in the centres were found to be in this age category ( N.S. Table 13).

The Hamilton study provides valuable additional information on the satisfactions of parents with their child care arrangements as well as a salutary reminder that it is not only working mothers who use, or would like to use, supplementary care.

Of the families using nursery schools and day care centres in Hamilton, 17 per cent had delayed in making this arrangement because of the costs involved (H.S. V - 7). More than half of the single parents surveyed had been deterred by financial reasons. In a random sample of parents not using organized day care services, 47 per cent had made arrangements for the care of their children for some period during the previous week; the majority of these arrangements were for less than 5 hours but 14 per cent were for periods of more than 20 hours.

36 per cent of families surveyed had made these arrangements so that the mother might work, 36 per cent so that the mother could attend to other responsibilities, and 26 per cent to enable the mother to relax.



Forty per cent of the total sample indicated that they had considered using a day nursery for one of their children, and parents with a youngest child aged under 3 years were the most likely of all parents to have considered this (H.S. V-10). In this latter group, it was established that one-quarter of parents might have enrolled their child in a day nursery if certain impediments had not been present, the most significant of these being the cost of existing programs and also the location of existing nurseries (H.S. V-11). Almost half of those parents whose youngest child was aged between 3 and 5 had decided not to use the existing nurseries for financial reasons.

The vast majority of parents in the sample were satisfied with the arrangements they had been able to make for supplementary care of their children; parents who made arrangements for more than 20 hours a week and parents of older children were both more likely to be satisfied with the arrangements than other parents in the sample.

On the basis of the study findings it was established that among families in Hamilton using other arrangements than a day nursery for the supplementary care of their children, approximately 1,140 were dissatisfied with the arrangement; 36 per cent were dissatisfied for financial reasons either because the arrangements they made were too expensive or because they were unable to afford a preferred type of arrangement (H.S. V-10).

In this regard, it is noteworthy that at the time of the National Study (1968) 89 per cent of nursery schools and 86 per cent of day care centres charged a monthly standard fee for services. In 61 per cent of privately sponsored day care centres the monthly fee was between \$40 and \$60, and 23 per cent charged in excess of \$60. Forty-four per cent of community sponsored





centres charged over \$60. More modest fees, mostly under \$20 per month, were charged by nursery schools, reflecting the fact that these centres more commonly operate half day programs. Where sliding scales were used, fees ranged from 50 cents to over \$5.50 daily. According to the Report of the Royal Commission on the Status of Women, daily operational costs of a good day care centre amounted in 1969-70 to approximately \$4.60 per child (R.C.S.W. Page 268). Costs have risen since then.

The provision of supplementary care, although most urgent for children of preschool age of working mothers, has implications for school-age children as well.

Sixty-five per cent of children under 14 years of working mothers are attending school and more than half of these are in families whose mothers work 35 hours or more per week (W.B. Tables 20 and 24). According to the Hamilton study, 1 in 4 children in Hamilton and Burlington elementary schools is from a single parent family or one in which both parents work. The vast majority of the elementary schools make no special arrangements for children who arrive early at school or who stay late. Of those that do, only a few allow the children inside the school buildings. Only 5 schools in the Hamilton sample make any food available at mid-day for the children. None provide more than hot drinks and milk (H.S. V-4).

### Summary

All the evidence confirms a striking gap between organized child care facilities and the potential need for them, however measured. Within the aggregate picture many different patterns of need and program requirements are found, depending on the ages and needs of children, personal and



economic circumstances of families, hours of work, duration of care required and attitudes of parents and the community towards group care, to mention only a few. All of these variables need to be considered in planning sound comprehensive policies for supplementary child care programs.

From the studies reviewed it is clear that existing programs are ill-adapted to serve these multiple needs. The occupations of working mothers involve widely varying patterns of work, including part-time and shift work as well as employment five days a week during regular working hours. Many of these families are able to make satisfactory arrangements for the care of their children through relatives, friends, the spouse or paid outside help, but for those who cannot, organized day care facilities, even if within their means, may not be conveniently located or available at the hours they are needed. For example, the National Study found that only 80 per cent of all centres were open five days a week and half of these were half-day programs. Ten per cent were open four half days weekly. Only one-quarter of the centres operated on a year-round basis.

Besides working mothers in the conventional sense, there are those who are taking educational courses or whose husbands are attending post-secondary institutions. The National Study's review of selected campus day care facilities revealed a serious deficiency in the provision of day care programs for students' children, particularly for those children under 3 years of age, the normal age of admission to preschool programs. There is evidence of increasing demand for group care arrangements for infants and one- and two-year-olds among other segments of the population and this type of supplementary care remains relatively undeveloped. It is not known to what extent children with special needs are adequately served by the existing supply of



programs and the subject deserves more intensive study.

Apart from regular day care services there is a need for emergency day care for children when normal arrangements are temporarily disrupted, a fact brought out clearly in the Hamilton sample of parents who were not using day nurseries. There are few organized day care programs for school-aged children in Canada designated as such. The greater independence of children of this age makes provision of such services less critical than for preschool aged children. Nevertheless, the need for better day care for older children is unquestioned. Such services could most readily be provided through the imaginative extension of the community school concept involving cooperation between elementary school, parents and community recreation services.

#### Changing Concepts of Day Care

As noted above, acceptance of day care as a normal community service for the normal child in the normal family has had to contend with the persistence of early attitudes associating day care with "welfare" and "abnormal" social situations (N.S. Page 31-32).

One example of this is the limited use made of the Ontario Day Care Nurseries Act which since 1966 has provided for provincial payment of 80 per cent of the operating costs of municipally sponsored day care centres regardless of the admission policies and fee structures set by the municipality. Few municipalities in Ontario have taken advantage of these provisions to establish municipal day nurseries and, where they have, most have adopted admission policies and fee structures limiting service to children of single parent families and other family situations where serious economic or social need exists.



Both the National Study and Hamilton study indicate growing acceptance by parents and operators of centres of a developmental concept of supplementary child care. In the National Study, four major program objectives were mentioned as of recurring importance by directors of centres - an arrangement for working mothers, socialization, preparation for school, special training - with socialization mentioned as a first, second or third order of importance by 45 per cent of the day care centres, by 63 per cent of nursery schools and 80 per cent of centres for children with special needs. Only 4 per cent of nursery schools included arrangement for working parents among the first, second or third important objective of the program (N.S. p.99). In the Hamilton survey of parents using day nurseries, families in which the mother worked or in which there was only one parent were likely to cite these particular circumstances as the reason for using supplementary day care, whereas families in which the mother was a housewife more often stressed the needs of the child, viz. to provide the child with preschool education, to broaden his social experience, or because the child was handicapped and needed special care (H.S. V-6).

#### Implications of Changing Concepts of Day Care

New perspectives on the function and value of day care have important implications for legislation, financing, sponsorship, staffing, program content and community support.

##### Legislation:

Day care legislation should provide for licensing of all preschool





programs in accordance with standards based on an appreciation of child development and the learning capacities of young children. The licensing regulations should apply comprehensively to all aspects of preschool programs from infancy to school age - administration, facilities, equipment and program, health and safety and staffing.

According to the National Study, 11 per cent of centres held a local license, 48 per cent a provincial license and 11 per cent held both. In 15 per cent of centres no licensing requirements of any kind were reported (N.S. P.78).

The data collected by the study suggest that haphazard and inadequate procedures for the health care of children existed in many centres. Major deficiencies were found in physical facilities and program equipment of centres. Some of these constituted avoidable hazards to health and safety while others are indicative of uncomfortable and inadequately renovated centres. Deficiencies in program equipment suggest that many centres offer unimaginative and sterile environments for the education and social development of young children.

One of the major weaknesses in provincial legislation revealed by the National Study is the inadequate specification of staff qualifications.

Another important requirement of good day care legislation is that it provide an adequate level of financial support by senior levels of government for both operating and capital costs.

Five provinces provide financial assistance towards operating costs and in Alberta, Saskatchewan and Ontario provincial capital grants are also available for the establishment of day care centres.



The Ontario Act is unique in providing 80 per cent provincial funding of costs of staff training and development, program consultation and research in municipally operated day nurseries.

The importance of including subsidies for transportation costs in bringing children to and from the centre is borne out by both the National Study and the Hamilton study in relation to the needs of low income users of these facilities.

Effective administration - the third basic requirement of good legislation after staffing and funding - is facilitated by consolidation of regulations under one statute and a suitably qualified field staff to provide consultation at the community level.

Only three provinces, Ontario, Saskatchewan and Nova Scotia, administer day care under a single comprehensive Statute. British Columbia, Alberta, Manitoba and Newfoundland rely on sections of related Acts and Regulations. Quebec, Prince Edward Island and New Brunswick have no legislation regulating day care services.

Ontario has led the way in developing a large and qualified staff of field consultants to assist municipalities, organizations and individuals to establish and operate day care programs and one indication of the value of this service is the superiority of health care programs of preschool centres in Ontario, of staff development programs, the qualifications of centre directors and teachers, and in certain items relating to program and facilities.

Only three provinces, Ontario, Nova Scotia and British Columbia, have



legislation that applies to day care services for infants. The Ontario Day Nurseries Branch has recently taken the important step of formulating regulations and developing its field staff in order to support provision of infant day care services.

Local by-laws are also consequential for day care services. Municipal building codes and fire regulations can make the costs of renovating facilities prohibitive for community groups and private operators who wish to establish day care programs. Local zoning by-laws often make it impossible to locate day care centres in residential neighborhoods where they would be of greatest benefit to users.

#### Summary

While group day care may be the best arrangement for most children of mothers who are studying, working or otherwise unable to give regular daytime care to their children, the mother who wishes to stay at home to rear her children should not be forced to work and place her children in day care simply to meet the economic needs of the family. The objective of legislation should be to secure the opportunity for mothers to choose how they will care for their children by ensuring that the choice is not heavily weighted by economic or other penalties or rewards. In this regard, public policies relating to low-cost housing, unemployment insurance, child welfare, maternity leave, family planning, family allowances, social assistance, minimum wage legislation and guaranteed annual income will all have important implications for day care services.





## Financing:

The findings of the Women's Bureau survey on the incomes of families with working mothers, together with the findings of the National Study on levels of fees for day care services, offer convincing evidence that large numbers of families who need day care services are unable to afford them.

At the federal level, legislation that has the greatest relevance to day care services is the Canada Assistance Plan which provides for federal sharing of 50 per cent of the costs of day care service for persons in need or where there is "likelihood of becoming in need". Few provinces have been significantly involved in funding day care services and thereby in using to advantage the provisions of the Canada Assistance Plan. The potential of this legislation for contributing significantly to the development of group preschool programs is limited by its welfare connotations and reinforcement of the concept of day care as a service confined to abnormal situations of social and economic need.

The Report of the Royal Commission on the Status of Women estimates the annual cost of a day care network covering one-tenth of all children under three, and one-quarter of children between three and six years of age - altogether 450,000 places - at about \$500,000,000 (R.C.S.W. P.268).

Much of this cost might be defrayed by parents' contributions based on a sliding fee scale related to income. This mechanism is used in a number of provinces for day care services purchased or provided by municipalities for families in need and the experience indicates a number of unsatisfactory features: the application of an income test, family by family, month by month, in order to determine fee payments is cumbersome and costly to administer,



humiliating and inconvenient for parents; it probably deters families who need group day care services from using them and tends to weaken broad-based community support for the extension of day care services by linking them to public assistance.

The policy options available for the funding of day care services, their respective costs and methods of implementation, measured against the objective that such services should be available to all families who wish or need to use them, merit immediate study and concerted action by all levels of government.

#### Staffing:

A shift in the focus of group preschool programs from care and protection of children to their cognitive and social development implies sufficient qualified staff to implement such programs.

Twenty-four per cent of the total staff of preschool programs did not have high school graduation and only 16 per cent had a university degree. Almost one-third of the staff had less than two years employment experience in the preschool field.

Seventy per cent of the directors of centres reported that no financial assistance was available to staff either for attending conferences or for further training.

Generally day care centres tend to employ relatively less experienced staff and to have a higher rate of staff turnover than nursery schools and programs for children with special needs. The need however for well



qualified staff in centres providing a day care service is no less than in other types of preschool programs since children spend more time in the care of the day centre and the demands on the personal and professional competence of staff are correspondingly greater.

The evidence provided by the National Study of lack of standardized educational requirements for teachers, of limited financial support for continuing staff education, and of inadequate courses, have important implications for continuing efforts in both public and private sectors to improve the qualifications of staff working in preschool programs.

Considerable expansion of training programs has occurred since the Study was initiated and there now exists in Canada a wide variety of training courses and qualifications for work with preschool children, many of them established by community colleges and a number of the short-term training courses having been assisted since 1966 by Canada Manpower.

There are a number of Bachelor of Education programs in Canadian universities that offer options in preschool education but the number of graduates from these programs is small and emphasis might now be concentrated on this level of preparation in order to provide the necessary leadership in preschool programs.

Other important "growth points" deserving attention are the training of personnel for work in family day care programs and in centres for children with special needs.

There is an urgent need for systematic assessment of the variety of training programs and to develop common agreement as to course content and



practice teaching requirements. A first priority is the development of a comprehensive and coherent approach to the training of teachers working in the field of early childhood education, whether it be in family day care for infants, nursery day care, kindergartens or programs for children with special needs.

#### Sponsorship and Type of Programs:

At the time of the National Study, 3 out of 4 day care centres and more than half the nursery schools were privately operated ventures. Only 5 per cent of day care centres and 12 per cent of nursery schools were under public auspices.

Community non-profit groups operated 12 per cent of day care centres, 23 per cent of nursery schools and 58 per cent of programs for children with special needs.

The study shows that day care centres as such are essentially a phenomenon of metropolitan centres. All types of programs covered by the survey, but especially day care programs, are relatively more concentrated in the Western region (Manitoba, Saskatchewan, Alberta and British Columbia), whereas nursery schools tend to be more concentrated in Ontario. Programs for children with special needs are greatly under-represented in Quebec which, with 29 per cent of the total population, had only 4 per cent of all such programs at the time of the study.

Data from the National Study indicate that nursery schools tend to serve children from homes of relatively higher socio-economic status than either the day care or "special needs" centres. Both the latter two types include a disproportionate number of children from homes in which only one





parent is present (24 - 26 per cent compared with 5 per cent for nursery schools).

The National Study found three differences related to sponsorship that are of special significance for the quality of programs: differences in staff qualifications, staff development and program equipment.

Privately sponsored day care centres and nursery schools were less ready than publicly- or community-sponsored centres to commit funds or staff time to staff development.

The qualifications of staff in community-sponsored centres were consistently higher than those in privately-operated centres for all program types. (The number of staff in publicly-sponsored centres was too few to make valid comparison.)

With regard to health and safety provisions in day care centres, the record of publicly-sponsored centres was best, followed closely by those of privately-sponsored programs. Community-sponsored programs had the poorest record. In contrast, the health and safety provisions of nursery schools were slightly better in community-sponsored than in publicly- or privately-sponsored centres. Program equipment was generally better in non-profit and public day care centres than in privately-sponsored centres but these differences did not hold for nursery schools where there was little to choose between privately- and community-sponsored centres.

#### A Community Approach to Day Care Services:

The importance of a community based approach to day care services is



confirmed by a number of studies and demonstration projects (N.S.pp.58-64) as well as by the experience of persons working in this field. Such an approach requires the cooperation of a number of professions - notably health, welfare and education - and the close involvement of parents and concerned groups in the community.

The findings of the National Study show that both from the point of view of the expressed interests of parents and the relationship of centres with other community services, preschool programs provide unusual opportunities to develop family life and child health education programs, provided that such centres are staffed with persons competent to take advantage of this opportunity, and that appropriate supportive services are available in the community.

In the National Study, 90 per cent of the parents of children enrolled wished to discuss problems pertaining to their children's behavior with centre staff, 61 per cent wished to discuss marital problems, 61 per cent child health problems and 36 per cent child nutrition (N.S.pp.89-92). Children in 37 per cent of the centres were reported to be receiving services from health, education or social agency personnel and the directors of 57 per cent of the centres reported that they were actively collaborating with such personnel in the community in the interests of children in their centre.

Sixteen per cent of children suffered from problems of one kind or another in the opinion of the centre directors (N.S. pp.95-96).



One important contribution that preschool centres can make to the health care of children is to maintain the monitoring and level of care established in infancy through to school age. The findings of the National Study indicate that, because of haphazard and inadequate procedures, day care centres and nursery schools were not carrying out this responsibility in a consistent way (N.S. p.80).

The case for an integrated approach to preschool supplementary care and the education system rests on other grounds too. Research into the effects of "headstart" and similar preschool enrichment programs suggests that maintenance of the gains made by children in these programs depends to a large extent on appropriate curricula, teaching methods and attitudes and conditons in the regular school system (N.S. pp.47-66).

#### Summary

The National Study revealed considerable unevenness in the development of day care services in the different regions of the country and in communities of different sizes and no apparent correlation between the degree of urbanization, the participation rate of women in the labour force and the supply of day care programs. However enlightened official policies and support for day care may prove to be, the primary responsibility for initiating action will probably continue to reside at the local level and sound planning demands a wider and deeper understanding of this process. A number of questions that lay outside the scope of the National Study deserve continuing attention: What are the prerequisites for effective community action on day care at the local level? What kind of partnership





licated between the public authority (municipal/regional and/or  
vincial) and citizen groups in stimulating, maintaining and monitor-  
an adequate system of day care? What provision might be made for  
participation of the users of the service in program planning and  
inistration? What organizational arrangements and other changes  
... in attitudes and training of personnel, methods of financing) are  
required to encourage effective cooperation between health, education  
and welfare in the planning and operation of a full range of day care  
services from infancy to primary school, having regard to the particu-  
lar needs of different types of communities and the interrelationship  
of day care, nursery school and kindergarten programs?

## RECOMMENDATIONS

### Basic Principles

Good quality day care should be construed as a family-oriented service  
providing not only care and protection for children but also an essential  
educative and developmental function. In the planning of programs con-  
sideration should be given not merely to the health, safety and custody of  
the child, but to conditions that promote his best personal and social  
development, due account being taken of the wide range of family circum-  
stances in which this service can contribute to the well-being of the child  
and family. Accordingly, day care must be seen as not limited to support  
for the working mother but as an opportunity for all children to benefit from  
an environment that will enhance their development. This entails a range of  
services appropriately staffed for different age groups and situations -  
full-day and half-day programs, family day care and group preschool pro-  
grams; programs for children with special needs, for infants, for preschool  
and school age children.



The provision of day care should be recognized as a public responsibility to ensure that the service is available to all who need it or want to use it, whatever their circumstances. Public responsibility may take the form of direct provision or the support of such services and should be organized in such a way that there would be no stigma attached to the users of the service.

Recommendation 1: Day care services should be available to all who need it or want to use it. Primary and ultimate responsibility for the achievement of this objective should rest with each province in its own jurisdiction.

Comments: Substantial federal financial assistance as well as provincial support and users fees will be required to develop adequate day care services. It is essential however that primary responsibility for promoting and funding day care services where there is demonstrated need, be lodged unequivocally with one level of government and the provinces are best placed to discharge this responsibility. They should also be responsible for standard setting, licensing and inspection, dissemination of information and consultation and assistance to community groups and municipalities interested in the provision of day care services.

Recommendation 2: Joint boards or inter-departmental committees should be set up to assure communication between jurisdictions in the planning and provision of day care services.

Comments: The multiplicity of interests, jurisdictions and regulations



ing on the field of day care pose a formidable barrier to an effective development of local day care services. Clear information and joint-planning mechanisms are essential at the very beginning of such projects to ensure the necessary communication between education, health and welfare authorities and the communities concerned. Provinces might well develop a model plan of community services in relation to other support services. Of equal importance is the necessity for day care personnel to communicate with education personnel in order to assure a normal transfer from a day care centre to the school setting.

Recommendation 3: First priority should be given to establishing day care services for children under two years of age and for those children whose parents are out of the home and children who have been diagnosed as requiring special care.

Comments: There is a growing need for the care of infants whose mothers are working or taking training and for whom substitute care arrangements are likely to be least satisfactory. Other "high risk" groups are children from poverty-stricken neighbourhoods and others with special needs such as the mentally retarded, the physically handicapped, children with learning disorders, etc.

Recommendation 4: Further study is required of appropriate training programs and qualifications for personnel working in the day care field; the appropriate use of volunteers; methods of financing day care services; the contribution of day care services to the development of family life and child health education programs; and prerequisites for effective community action in promoting good day care services where needed.



PART 1:

The development of day care services,  
current legislation, and evidence from  
research on the value of day care





## - THE DEVELOPMENT OF DAY CARE SERVICES IN CANADA:

### AN HISTORICAL SYNOPSIS AND OUTLINE OF CURRENT LEGISLATION

#### A: An Historical Synopsis

The development of day care services in Canada may be conveniently examined in relation to three periods: a) the 1880's to World War II; b) World War II to 1960; c) 1960 to the present time. These divisions are somewhat arbitrary and it is possible that if more of the early history were available significant phases would emerge in the pre-World War II period.

#### The Beginnings and Up to World War II

The need for daily care for young children outside the home developed in response to the social upheaval caused by the industrial revolution. In the transition from a rural society to an industrial one, changes began to occur in family patterns. Women found it necessary to work outside the home and the extended family was not always present and able to give care to young children. This was especially true of women in the immigrant families who came to Canada and settled in the larger cities. Crèches and settlement houses began to appear to care for the children of these working mothers. The Montreal Day Nursery dates from 1888. In 1890 in Toronto, a remarkable educator, Hester How, brought the preschool brothers and sisters of her pupils into the public school where she was the principal and allowed them to play at the back of her classroom while their mothers were working. Two years later she managed to interest a group of well-to-do



women in Toronto in forming a crèche, the forerunner of the Victoria Day Nursery, to care for these children.

In these early times, the boards of the crèches saw their task as one of doing charitable work to help the poor. They wished to ensure that the young children were safe, warm and fed and the early supervisors of such centres were often called "caretakers". The Ottawa Day Nursery (now the Andrew Fleck Child Centre) also started in these early years. The crèches were not well accepted by the community but were maintained by the generosity of a few concerned citizens. Funds were always scarce and no thought was given to educational standards. Thus we see the beginnings of the child welfare aspect of day care. We should also note the conflict which has always been present between the attitude that the mother's traditional place is in the home and the increasing economic pressure for her to take employment outside the home.

Early in the century other important developments were taking place. The first Child Study Laboratory in America was begun at the State University of Iowa in 1911 with the aim of studying the normal, healthy young child. Freud's emphasis on the importance of early childhood experiences was beginning to be taken more seriously. Other universities in the U.S.A. followed Iowa, especially California, Minnesota, Harvard, Yale and Columbia. One of the strongest influences upon early childhood education was the work of Dr. Arnold Gesell at Yale.

In World War I, it was discovered that the physical and emotional problems of the soldiers had their origins in early childhood and, as a



result, a new interest in psychological study developed. A great deal of interest was focused on the preschool period in children's development. In 1923 the Laura Spellman Rockefeller grants were given to five universities to establish Child Development Centres. One of these centres was in Canada at the University of Toronto under the sponsorship of the Department of Psychology. The St. George's School for Child Study, later renamed the Institute of Child Study, began in 1926 under the direction of Dr. William E. Blatz, a medical doctor with a Ph.D. in psychology. The Institute of Child Study had four main purposes: 1) to conduct a research program in child development; 2) to provide a demonstration program of preschool education; 3) to offer a parent education program; 4) to train student teachers.

The crèches and settlement houses soon felt the influence of the Institute of Child Study. Trained staff went from the Institute to adapt the methods learned there to less adequate facilities and to children from a much different economic background. Private nursery schools were started by parents who were influenced by the Institute of Child Study and wanted to provide early educational experiences for their children. Up to World War II the preschool field was such that some of the very poor and some of the well-to-do were able to obtain preschool programs for their children.

#### World War II - 1960

When the war began, women were urged to leave their homes to work in war industries or replace men in essential jobs to free them for war service.



It was apparent that for women with young children special child care arrangements would have to be made. The new federal policy was first declared by Prime Minister, the Rt. Hon. W.L. Mackenzie King in March 1942 when he introduced the Dominion-Provincial Agreement. Under the Agreement government subsidies were to be given for the setting up of day care centres. The Agreement covered children from 2 to 14 years of age. Costs were shared equally between the federal and provincial governments.

With the signing of the Dominion-Provincial Agreement the Government of Ontario set up the Day Nurseries Branch within the Department of Public Welfare (now the Department of Social and Family Services). Professor Dorothy Millichamp was loaned from her position as Assistant Director of the Institute of Child Study to the Day Nurseries Branch to set up and organize the Wartime Day Nurseries in Ontario. The child development approach was inherent in the philosophy of these new centres and they were founded on the Institute's procedures.

Ontario was the only province which took advantage of the Dominion-Provincial Agreement. During the first year of the Agreement, the number of day care centres (full day) in Ontario increased from 5 to 30.<sup>1</sup> Quebec showed some initial interest in benefiting from the Agreement but was not able to undertake the necessary responsibilities at the provincial level.

One of the immediate problems was staffing these new facilities with

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<sup>1</sup>Government of Ontario, Department of Public Welfare, Day Nurseries Branch, Annual Report, 1946.





trained personnel. The staff of the Institute of Child Study and the staff of the Day Nurseries Branch worked to set up training courses of good academic standards. Local advisory committees consisting of representatives of family and child welfare, labour, health and educational organizations were created to supervise local operations.

It was anticipated that at the end of the war with the closing of war plants and the reunion of families there would be a diminishing demand for day care services, and the Dominion-Provincial Agreement was terminated in 1946. Parents whose children had benefited from the service were distressed, and held meetings to consider means of influencing the municipal governments to continue the service. Their protests were effective, and the Ontario Day Nurseries Act came into effect on the day the Dominion-Provincial Agreement was terminated, June 30, 1946.

The new Act had two important parts:

1. It made licensing of day care and nursery school facilities mandatory, with the Day Nurseries Branch responsible for the inspection, the issuing of licenses and the maintenance of standards; and
  2. It provided a provincial grant of 50 per cent of net operating costs for day nurseries under municipal by-laws, the municipalities taking responsibility for financing and operation.
- The legal requirement of licensing meant the gradual meeting of standards, considerably facilitated by inspection and consultant services by the staff of the Day Nurseries Branch.



Apparently there was a good deal of disapproval and suspicion being voiced about the motives of parents placing children in day care facilities, for the Annual Report of the Day Nurseries Branch of Ontario says in 1946 that "the majority of parents using wartime day nurseries are doing so not to shift responsibility for children, but out of concern that they receive the best care".

The further expectation that the need for day care would drop after the war when life returned to "normal" was unfounded. Many factors appear to have been working during this period. Heavy post-war immigration from Europe and a greatly increased birth rate increased the need for day care facilities. The cost of living rose. There was a severe housing shortage. The introduction of many labour-saving devices, convenience foods and easy-care textiles gave women more freedom from household tasks and allowed them more time to work outside the home. Shortage of essential personnel - nurses, social workers, teachers - also brought pressure on women to continue employment.

The impact of the licensing program was effective because it was energetically and sensitively administered by a highly qualified staff under the capable direction of Miss Elsie Stapleford. Compliance with the requirements of the Act was effected primarily through advising and encouraging those operating programs to an appreciation of the significance of the standards and practical ways of meeting them, rather than merely closing those centres where standards were initially below the minimum.

In the early 1950's another important influence arose in the formation of the Nursery Education Association of Ontario (since renamed the



Association of Early Childhood Education, Ontario). This was an association of preschool teachers, concerned parents, and other interested persons whose aim was to foster high quality preschool education. This brought the development of training programs and other professional advancement, the spreading of information about developments in the field, the encouragement of sound programs and higher standards, and practical assistance in the setting up of new centres.

Over the years, day care needs have been recognized and promoted by social workers, church groups, teachers and educators, child welfare organizations, public health nurses, concerned parents, community-minded groups as well as teachers in the day care field itself. There has always been opposition as well. It has been argued that working mothers contribute to the problem of juvenile delinquency since they are not continually present to give guidance and help in the home. They are also seen as working for luxuries rather than necessities. The widespread organization of day care centres in Communist countries and their use for purposes of early indoctrination is seen as an alarming trend by some critics.

The negative arguments are answered by the fact that most working mothers are either the sole support of their families or are from very limited income families which need the mother's income as well as the father's. Studies by the Women's Bureau of the Department of Labour indicate that the lack of adequate numbers of day care centres fails to keep women from seeking jobs when they need them. They simply use other less desirable ways of having their children cared for while they are working.



1960 - 1970

It might be thought that the last decade would have finally seen the breakthrough in the organization and acceptance of day care for young children whose mothers are working outside the home. Such has not been the case.

The Census of 1961 established the increasing extent to which married women were employed. In 1941, 4 per cent of married women were working. In 1961 it had risen to 22 per cent. It is certainly true that a large proportion of these women were mothers of young children. The Women's Bureau (Department of Labour) indicated at this time that these mothers worked for the following main reasons:

1. to supplement inadequate family income;
2. to provide certain extras for their families at a specific period (such as a down-payment for a house);
3. to help their husbands complete their education;
4. because of the demand for their services; doctors, nurses, social workers, teachers, etc.;
5. for the sense of fulfilment that a life outside the home can give.

It was now abundantly clear that the proportion of married women working would steadily increase and the community would be faced with the problem of care for children while they were at work.

Communities across Canada began to meet this challenge by a rash of studies of day care needs as they existed in different parts of the country. All the studies indicated the great gap between the numbers





of children of working mothers needing supplementary day care and the overstrained conditions of existing facilities.

The gap between the needs and the facilities provided has reflected the extent of public ignorance and apathy about the problems of the working mother. Recently women's liberation groups have called attention to the situation and have become more and more vocal about what they consider are their rights as women. They have been most active on university campuses and have worked for day care facilities for infants and toddlers as well as preschoolers.

The report and recommendations of the Royal Commission on the Status of Women published in 1970 has added greatly to the demand for day care services on a national scale with federal funds being made available.<sup>2</sup> It also urged the other provinces to pass legislation similar to the Ontario Day Nurseries Act 1966 and thus be ready to negotiate with the federal government.

#### The Training of Preschool Staff

Child study as a formal academic program began in Canada with the opening of the St. George's School under the Department of Psychology, University of Toronto in 1926. This institution later became independent of the Department of Psychology and has been known as the Institute of Child Study. It has offered courses in early childhood education at the graduate level and began to grant a diploma to its students in 1944. The influence

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<sup>2</sup>Canada, Royal Commission on the Status of Women in Canada, Report, Ottawa, Information Canada, 1971, pp 260-275.



of Dr. W.E. Blatz and the staff of the Institute of Child Study in Toronto has been felt throughout Canada.

During World War II, when the Dominion-Provincial Agreement came into effect, the need for adequate personnel became acute. The Institute of Child Study undertook to train teachers from a variety of backgrounds in courses of both a theoretical and a practical nature. These concentrated in-service courses were regarded as emergency training but were of a high academic quality. When the Nursery Education Association of Ontario was formed in 1950, it began to work with the staff of the Institute of Child Study to provide adequate training courses for preschool teachers. The course at Ryerson Polytechnical Institute in Toronto was begun in 1951 and became a three-year course option in the Home Economics Department. A course at the undergraduate level was begun at the Ontario Agricultural College, now the University of Guelph.

A further answer to the desperate need for trained staff involved courses under university departments of extension. These were often planned as evening sessions and summer school programs so that teachers could work and study at the same time. The basic requirement for these courses was a secondary school diploma but this was sometimes waived for mature women with experience in the teaching field. Courses of this type have been especially important in British Columbia and Ontario.

The training of personnel in early childhood education began to develop and expand during the 1960's. When the Colleges of Applied Arts and Technology (Community Colleges) were established in 1965, they offered



a training program for preschool teachers at a basic level. It is usually a two-year program of studies and practice teaching with some course offered on a part-time basis. Training in community college programs is expanding rapidly.

The federal government initiated short-term training through its Manpower retraining scheme for day care personnel in 1966. This course in Toronto is sixteen weeks in length and leads to a certificate as a Nursery Aide. It provides additional staff in areas where auxiliary personnel is needed.

The training which has been developed by the Canadian Mothercraft Society in Toronto is an important step in recognizing the need for trained teachers to work with infants and very young children when they are put into group care. Courses and standards for this age group are being given a great deal of consideration at present and it is possible that the Community Colleges could help to meet this need.

One notable development has been the sponsorship by the Canadian Mothercraft Society in Toronto with financing from Canada Manpower of a course to train a group of about twenty mothers, some of whom are in receipt of social assistance, for infant family day care. The course extends twenty-one weeks and includes both lectures and practical work and is designed for mature women willing to provide day care in their homes for up to five children, with the intention of developing a cadre of trained personnel able to take advantage of the new provisions for 'private-home day care' incorporated in the Ontario Day Nurseries Amendment Act, 1971.



Where the universities have incorporated teacher training programs under faculties of education, they offer an Early Childhood Education option at the undergraduate level. These are important settings for training in the western provinces, and in Nova Scotia. The important link is with the Departments of Psychology in the universities, especially where educational psychology is a major emphasis along with the child development sequence.

In Quebec the Bachelor of Education course at McGill University Institute of Education has an option in Child Study. Students may complete the requirements for the Kindergarten Diploma at Macdonald College and then specialize in early childhood education during their two final years at McGill in Montreal. In Quebec City, Laval University offers two courses in preschool education given in French. One of these is for candidates with a provincial teacher's license and is given in summer sessions, leading to the Diplôme en pédagogie préscolaire. The other is for students wishing to obtain the Baccalauréat en pédagogie préscolaire. It is a 3-year course including a supervised apprentice period.

In the Ontario Day Nurseries Act 1966, the qualifications of the supervisory staff are very broadly stated and leave room for wide interpretation as to those persons who are suitable to work with young children. The need to attain higher standards of personnel is clearly recognized and the most important approach to this has been the Certification of Preschool Teachers in Ontario under the sponsorship of the Nursery Education Association of Ontario. The Association established a Certification Board in 1964 to examine the credentials of preschool teachers in the province,





to issue certificates at three levels of competence - preschool teacher, preschool teacher advanced and preschool teacher specialist - and to encourage ongoing study for the attainment of higher academic qualifications.

The requirements for certification are based on education, training, experience and sponsorship as to professional competence. This is an attempt by preschool teachers to upgrade their own profession so that the needs of young children will be better served.

At the present time in Canada there is a very varied pattern of possible training for work with preschool children. The first moves toward professional status have been made in Ontario through the certification of teachers. There is an urgent need to study the variety of training programs and attain some overall agreement as to course content and practice teaching requirements. There is still the important goal of unifying the training for teachers working in the field of early childhood education, whether it be in day care centres, family day care, kindergartens, preschool programs or programs for children with special needs. It is noteworthy that under the Ontario Day Nurseries Amendment Act, 1971, the provincial government may establish and approve courses of instruction for persons supervising children in day nurseries or as part of a program of private-home day care, and provide for the granting of certificates to those who have satisfactorily completed the course of instruction or who otherwise meet the prescribed qualifications.<sup>3</sup>

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<sup>3</sup>According to the Day Nurseries Amendment Act, 1971, of Ontario, "day nursery" means a place that receives, primarily for the purpose of temporary care and custody for a continuous period not exceeding twenty-four hours, more than five children under ten years of age not of common parentage. "Private-home day care" means the temporary care and custody for reward or compensation of not more than five children under ten years of age in a private residence other than the home of a parent or guardian of any such child, for a continuous period not exceeding twenty-four hours.



## B: Legislation Affecting Day Care Services

Legislation on day care of children in Canada is a provincial matter and is entirely a post-war phenomenon; however, the initiative in this field was taken by the federal government during World War II. In order to facilitate recruitment of women to the labour force in wartime, the federal government became temporarily involved in day care through the Dominion-Provincial Agreement of 1943. This legislation was designed to provide day care services for the children of mothers who might thereby be encouraged to take employment. The Agreement remained in effect for three years. The only province to respond to its terms on a significant scale was Ontario where day care centres increased from five in 1943-44 to forty one in 1946.

Under the Dominion-Provincial Agreement the federal government met half the cost of establishing and operating day care centres, with the province and municipality or private operators providing the balance.

In 1943, the Ontario Department of Public Welfare (now the Department of Social and Family Services) created a Day Nurseries Branch to implement the Agreement and to develop and maintain standards of service.

As the Dominion-Provincial Agreement approached its termination in June, 1946, effective support for the continuation of public day care services was mobilized by parents and community leaders concerned about the welfare of young children, and representations were made to the Government of Ontario and to municipalities where day care centres had been established under the Agreement. When the Agreement terminated, it was replaced by the first



comprehensive provincial legislation, the Ontario Day Nurseries Act, which came into force on June 30, 1946. The funding of day care services under the new Act was now shared by the provincial and municipal governments. The Day Nurseries Act had two important parts: (1) licensing of centres became a legal requirement, with specified standards to be met; and (2) the provincial government provided 50 per cent of net operating costs for day care centres in those municipalities which assumed responsibility for initial financing and efficient operation.

The standards of child care laid down in the Ontario Day Nurseries Act of 1966 reflected two decades of study of child development conducted at the Institute of Child Study, University of Toronto, under the direction of Dr. William E. Blatz, as well as experience gained in the wartime day nurseries. No other province in Canada has yet enacted day care legislation which provides as comprehensively or as adequately for day care services, as will be evident from the following review of provincial day care legislation.

#### British Columbia

British Columbia's legislation governing the day care of children is the Community Care Licensing Act of 1969, a statute which covers a wide range of care facilities. This Act supersedes the Welfare Institutions Licensing Act of 1960. The new Act applies to day care services for all children under fifteen years, whereas the previous legislation did not cover children under three. The regulations of the Welfare Institutions Licensing Act, which required that staff be "suitable" and facilities "adequate", still apply. The supervisor of a day care centre must have "understanding of



child welfare, with specialized knowledge and adequate experience."

The legislation is administered by a Community Care Facilities Licensing Board composed of members of the Departments of Rehabilitation and Social Improvement, Health Services, and Education. Representation of the Department of Education on the Board could be an important innovation, since education authorities generally have given little support to the development of day care and have been reluctant to assume responsibility for these services. The Act provides for the appointment of a Chief Inspector and Deputy Inspectors to investigate and report on licensing applications and to inspect community care facilities.

The Community Care Licensing Board requires one qualified supervisor for each group of children, with an assistant if the group is over eight children in number, and two assistants if the group exceeds twenty but is below the permitted maximum of twenty-five. When three-year-old children constitute more than one-third of a group, the larger size group may not be permitted. If there are more than two groups of children cared for in the same building an extra head supervisor must be employed to direct the centre.

Certain basic equipment and materials are required for each type of service before a new facility can begin operation. Types of service covered are family day care services, group day care and preschool services, out-of-school day care and child minding, and for each of these there are specific requirements related to furniture, sleeping arrangements, toys and games, library, music, art supplies, large muscle equipment, etc.





Financial assistance for operating day care services is available under the child welfare policy of the province. The province usually pays 100 per cent of the costs of day care services purchased for children of persons in need at any licensed centre, and in addition contributes to the cost of serving all children at centres operated by non-profit groups.

### Alberta

Alberta does not have one central piece of legislation covering day care services. Licensing and other standards are provided for under the Welfare Homes Act 1963, revised 1969, and provincial financing under the Preventive Social Services Act, 1966. The latter Act provides up to 80 per cent of costs for the establishment, administration and operation of day care facilities with the municipality providing 20 per cent. Health regulations are province-wide but are administered by municipal authorities in accordance with a "Code of Standards for Institutions and Nurseries". The Department of Health and Social Development, through its Welfare Home and Institutions Branch, also requires minimum standards in relation to the operation and licensing of institutions and nurseries.

Licensing regulations apply to "homes other than a home maintained by a person to whom the children are related by blood or marriage, wherein care ... is provided for four or more children under the age of eighteen years...." Standards for staff require the operator to be sympathetic to the welfare of children, of suitable personality and with adequate experience in methods of child guidance. One staff person is required for every 10 children under two years of age, or for 20 children from two to



seven years, or for 30 children over seven years. Twenty square feet of play space per child is required (except in Calgary where the minimum is 25 square feet) together with indoor or outdoor recreation area.

### Saskatchewan

Regulations governing day care services were consolidated under the Child Welfare Act in July, 1970. The preamble to the regulations is noteworthy for its stated purpose "to promote the growth and development of day care services for children, and to provide or support these services to ensure their availability to all families in Saskatchewan who need these services.."

The regulations are administered by the Director of the Community Special Care Services Division of the Department of Welfare and apply to an infants' home providing day care services to six or more children who are not under two years of age.

The regulations are administered by the Director of the Community Special Care Services Division of the Department of Welfare whose responsibilities also include the promotion of the development of standards for day care services in the province and the review of applications from parents for financial assistance to enable them to use day care services.

Detailed and specific standards for licensing relate to the physical facilities, equipment and furnishings, staff, programming health requirements, record keeping and accounting. In addition to meeting these requirements, anyone wishing to provide day care services to six or more children must be able to demonstrate the need for such services.



The province may provide financial support to licensed centres which offer day care services for periods of not less than nine hours per day and not less than five days per week, in the following amounts:

- a) a starter grant of \$10.00 for each day care space provided;
- b) and/or a grant not to exceed \$40.00 for each day care space to assist, where necessary, the operator of a centre in meeting licensing requirements;
- c) an operating grant of \$5.00 for the average number of day care spaces utilized in any one month;
- d) financial assistance to a maximum of fifty per cent of \$75.00 or fifty per cent of the monthly day care fee, whichever is the less, to parents who qualify on the basis of a needs test. These payments are made directly to the centre and the fee charged the parents is reduced accordingly.

#### Manitoba

In Manitoba, day care legislation is provided under the Public Health Act, 1954 and regulations. The Act covers children under 18 years. The only staff requirement is that the operator of a day care centre produce a certificate of character from the municipal council and be physically and mentally fit. There is no specification of ratio of staff to children. No provincial funding is provided.

#### Ontario

The Ontario Day Nurseries Act of 1946 continued in force with minor amendments until it was replaced by the Day Nurseries Act of 1966. This latter statute as amended to 1971 is the most complete and comprehensive of any in Canada, and it is effectively administered by the Day Nurseries Branch of the Department of Social and Family Services. It provides specific



requirements in terms of facilities and administration of nursery schools and day care centres, with clear standards on programs, food and nutrition, play space requirements, sleeping space and equipment, sanitation facilities, and health. Staff-child ratios are specified. Supervisors are to be "sympathetic, with specialized knowledge and experience in the field of pre-school education, suitable in age, health and personality". The province provides 80 per cent of the operating and renovation costs of municipally operated nursery schools and day care centres, and 80 percent of the costs of day care service purchased by municipalities for children of persons in need. Included in such costs are transportation, accommodation and tuition for approved staff training courses, and consultation services and research.

The Act was amended in 1971 to license and regulate "private-home day care" and to permit municipalities to purchase such services on the same basis as group day nursery services. The Day Nurseries Amendment Act, 1971, also introduced for the first time capital grants to municipalities of 50 per cent of the costs of purchasing or erecting a building for a municipally operated nursery or day care centre.<sup>4</sup>

<sup>4</sup>On October 14, 1971 the Minister of Social and Family Services for the Government of Ontario announced the allocation of \$10 million for building new day care centres intended to create as many as 150 new day nurseries, providing places for an additional 4,000 children. In the same announcement the provincial capital subsidy on new day nursery construction, including the cost of land, constructing the building and equipping each new nursery, was increased from 50 per cent to 80 per cent. In order to provide a further incentive to accelerate planning and create jobs for the winter, the Government announced its willingness to pay 100 per cent rather than 80 per cent for all construction completed before May 1, 1972. In addition, the government agreed to provide, on the same terms, capital grants for day nursery construction to local associations for the mentally retarded and multiply-handicapped. "The expenditure of \$10 million in the coming winter months will be a direct stimulus to the economy and will provide many jobs during a peak period of unemployment". Remarks of the Honourable Thomas L. Wells, Minister of Social and Family Services, "Day Care as a Priority", October 14, 1971.





Nova Scotia

Nova Scotia makes provision for day care under its Day Nurseries Act of 1967 and regulations, and Day Care Services Act 1971. The essential feature of the recent legislation is that it allows for provincial financial assistance to non-profit organizations under the terms of the Canada Assistance Plan. A sliding fee scale is used to determine the cost to parents and the amount paid by the government.

Licensing under the Day Care Services Act applies to an operation of more than seven children. The supervisor must be "fit and proper" and "sympathetic to child welfare", with "specialized knowledge and adequate experience". Yearly medical examinations and certificates of health are required for staff.

There are specific requirements regarding safety, health and fire. For each child there must be twenty square feet of playroom and 60 square feet of outdoor playground space and specific requirements for sleeping arrangements. Ratios of staff to children are included and there are requirements regarding play equipment, the posting of programs, and keeping of records.

Newfoundland

Newfoundland's provision for day care of children lies in the Welfare Institutions Licensing Act of 1966-67 and its regulations. Children under 16 and over 2 years of age are covered. The operator is required to be "sympathetic and to have "adequate experience", to have "understanding of



pre-school methods", and to be "suitable" in terms of age, health and personality. There is to be one supervisor for every twenty children over five years of age, and one for every fifteen under five years, plus an additional supervisor for each additional ten children. Twenty square feet of playroom space per child is required and an "adequate supply of suitable equipment by age group needs". There is no system of provincial grants.

#### Other Provinces

There is no legislation covering day care for the provinces of Prince Edward Island, New Brunswick and Quebec. In Quebec, the operator of a kindergarten or day care centre generally requires a municipal business license. The subject of day care services is currently under study by an interdepartmental committee of the Quebec Government. In Prince Edward Island a committee has been appointed by the province to examine the question of day care and to make recommendations for legislation.

#### Summary Assessment

Only three provinces, Ontario, Saskatchewan and Nova Scotia administer day care under a single comprehensive statute and regulations: in the case of Nova Scotia, complementary legislation enacted in 1971 provides for provincial financial participation in the costs of day care; British Columbia, Alberta, Manitoba, and Newfoundland rely on sections of related Acts and Regulations. Quebec, Prince Edward Island and New Brunswick have no legislation regulating day care services.



Five provinces, British Columbia, Alberta, Saskatchewan, Ontario and Nova Scotia, provide financial assistance towards operating costs and in Alberta, Saskatchewan and Ontario, provincial assistance is also available for the establishment of day care centres. Only three provinces, Ontario, Nova Scotia and British Columbia, have legislation that applies to day care services for infants.

Whatever the content of legislation, the effectiveness of public social services is greatly enhanced if provisions are contained in one statute rather than in several. While such consolidation may be inconsequential from a legal or judicial perspective, it makes a very great difference at the point of administration and enforcement. A single day care statute is more likely to justify establishment of a staff of qualified specialists in child welfare and early childhood education to administer it. Such a staff can more effectively maintain liaison with, inspect and assess day care services and give guidance toward the attainment of standards than can persons lacking such specialized knowledge who may be responsible for a variety of institutions; or inspectors from diverse departments who are involved with only one aspect of the services which they inspect. Furthermore, the process of enacting a comprehensive statute is an important part of the process of developing and articulating coherent day care policies and program goals. A jurisdiction that lacks such legislation is unlikely to have a day care policy of any consequence.

A comprehensive statute and related regulations mean little without the administrative machinery to implement and enforce them. Much non-



compliance with day care legislation arises from ignorance of the legal requirements and of adequate standards of child care, or from incapacity to meet these standards. The Ontario experience has shown that a large and qualified staff of field consultants has been necessary to enable municipalities, organizations and individuals to operate day care programs in conformity with the standards of its Day Nurseries Act. At the municipal level thought needs to be given to the obstacle frequently presented by zoning regulations to the proper location of day care facilities.

The Ontario Day Nurseries Act and the Day Nurseries Branch which administers the Act, provide a model for emulation by other provinces in their arrangements for day care. In fact, Ontario's influence is to be seen in the Saskatchewan and Nova Scotia provisions. However, the Ontario Act has not resulted in comprehensive day care services of a high standard. Despite assumption of 80 per cent of the costs of day care services for persons in need, existing services, and especially municipally operated centres, fall far short of the overall need and are unevenly distributed in relation to the need. By July 1971 only 29 municipalities operated day nurseries or nursery schools. Altogether there were 63 centres; 24 operating half-day and 39 operating full-day. Twenty-two of the centres had begun operation since 1968. It is probable that capital costs rather than the 20 percent municipal share of operating costs has been the greater deterrent to municipalities in establishing their own day care centres. Establishment costs for day care centres are high and the Ontario Act did not provide for sharing of capital costs until 1971. It is expected that this provision will induce many more municipalities to operate centres.





The Ontario legislation has never specified preschool teacher qualifications for staff on the grounds that the limited supply of qualified teachers made compliance impossible. It could be argued that a more specific requirement would have stimulated the development of more and better preschool teacher training. Furthermore, the argument of scarcity has been eroded by a greatly increased supply of teachers that promises to meet present and future demand. The consequences of lack of specification of staff qualifications would have been much less serious if at least the director of a day care centre had been required to be a qualified preschool teacher.

The Ontario Act does not require that municipalities apply a needs test to those served by municipally operated centres. However, when the municipality purchases day care services from other centres, it must apply a needs test. Most municipalities claiming reimbursement under the Act have adopted the needs test specified by the province. The test is awkward to administer and is resented by many to whom it is applied. It involves a monthly review of family circumstances and adjustments in day care fees with any changes in family income or budgetary requirements. The test has undoubtedly discouraged some families in need of day care from using available services. Furthermore, the application of the needs test has restricted users of public day care services to a narrow socio-economic segment of the community, and this has been an obstacle to development of wider support for day care.

While the provisions of the Ontario Act have not hitherto adequately dealt with day care services for infants, the Day Nurseries Branch is



formulating additional regulations and developing its field staff in order to support provision of day care services for infants.

Implicit in the Ontario legislation are two divergent views of the nature of public responsibility for day care services. On the one hand, the view that underlies municipal purchase of service agreements suggests that public provision of day care services should be limited to families whose social and economic conditions make it impossible for them to meet their child-rearing responsibilities in accordance with community standards. In other words, it is a special service substituting for parental care in unusual family situations. On the other hand, provincial cost sharing of municipally operated day care services places no restriction upon the persons to whom such services are provided, or the portion of costs to be borne by the users of such services. Ontario municipalities could undertake to provide free day care services to all who needed them, and recover 80 per cent of the operating costs and 50 per cent of the capital costs of such services.

The Saskatchewan regulations are also noteworthy for their declared intent "to promote the growth and development of day care services for children and to provide or support these services to ensure their availability to all families in Saskatchewan who need these services".

The enactment of the Canada Assistance Plan in 1966 brought potential federal financial support to day care services. Under its provisions the cost of a wide range of welfare services may be shared



equally by the Government of Canada with the provinces. The Plan aims to "support the provision of adequate assistance to persons in need and to encourage the development and extension of welfare services designed to help prevent and remove the causes of poverty and dependence on public assistance".<sup>5</sup>

As it applies to day care, the federal government shares in the costs of providing day care to families in need or to families where there is likelihood of becoming in need. "Need" and "likelihood of becoming in need" are undefined in the Act, and interpretation is left to the provinces. In the case of municipally operated day care centres, Ontario leaves the definition of need to the municipality which must meet 20 per cent of the operating costs of services. Whenever a municipality purchases day care services from community or privately sponsored centres, provincial reimbursement is based on a provincial definition of need. This definition is primarily economic, involving a needs test which takes into account family budgetary requirements as related to income and other financial assets. Few provinces have been significantly involved in funding day care services and, thereby, in using to advantage the provisions of the Canada Assistance Plan. It is difficult to assess the impact of the Canada Assistance Plan on the extension of day care services.

Information on the amount of funds spent under the Canada Assistance Plan for day care by the provinces is not available because such expenditures are reported by the provinces together with other child welfare expenditures.

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<sup>5</sup>Government of Canada, Department of National Health and Welfare, "Canada Assistance Plan", Annual Report, 1967-68.



The day care legislation enacted since 1966 does not suggest that the Plan has had any dramatic effect.

The changing role of women, as reflected in the increasing proportion of women in the labourforce from all classes who are also mothers of pre-school children, has led to growing support for the position that day care services should be treated as a community social utility to ensure that such services either publicly provided or supported are available when needed to all people whatever their circumstances.<sup>6</sup> Such a universal approach to day care services would require much more substantial funding than presently provided. It would also raise the question of the appropriate auspices or jurisdiction under which such services should be provided, since day care services are now recognized as serving health, educational and social welfare needs of children and families. Continuation of day care services on a fee for service basis would require such measures as sliding fee scales, subsidies, increased family allowances, and tax credits if such services were to be equally accessible to all.

<sup>6</sup>The Canadian Council on Social Development in its statement Social Policies for Canada, Part 1, observes that "This does not mean that every service would or should be provided without charge; some might rely on payment of premiums or fees for service. However, if there is widespread need for the particular service or if prevention is one of the major functions of the service, the objective should be a method of financing that is not also a method of rationing or limiting demand." p.53.





## II - THE VALUE OF DAY CARE SERVICES:

### A REVIEW OF THE EVIDENCE FROM RESEARCH<sup>1</sup>

The development of sound day care policies demands that concurrent with the extension of services there should be continuous appraisal of their value for children, parents and the community at large. The case for financial support for this type of social service will also be strengthened when the results and value of group care for children can be documented. This chapter reviews research in the day care field up to 1969 and offers suggestions for areas in need of further attention.

Research into the needs and care of preschool children has swelled and receded according to the interest of social scientists in new types of programs as they have appeared. The early studies of the 1930's and early 1940's in the United States resulted when nursery schools were first organized in sufficient numbers to create interest in their achievements. During the war years the need for substitute care for the children of women working in war industries helped to stimulate an increased awareness of the potentialities of day care centres. There was little opportunity for research during this crisis and the nursery schools were set up on the basis of earlier findings. Federal funds were discontinued after the war, many nurseries closed, and research activity in this particular field declined sharply, although much relevant research in psychology and sociology continued to be carried out. The day care field tended to be occupied mainly

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<sup>1</sup>The Canadian Council on Social Development is indebted to Mrs. Mary A. Sayons for the preparation of this chapter.



by private nursery schools and a few municipally sponsored day nurseries.

Since the 1960's, the United States and Canada in a more limited way have become conscious and conscience-stricken about the plight of the poor. The enriched preschool programs that resulted from the new social awareness will be discussed later in this report. At the moment it is sufficient to point to the current swell in the number of research studies designed to test the varied curricula developed for these newly discovered groups of "culturally deprived" children.

The marked increase during the last decade or so in the number of mothers working outside the home has helped to refocus attention on the role of day care as a normal part of the network of community services that should be available to all segments of the population, at the same time that it has given rise to renewed debate about the consequences for child development of a mother's working. In this connection a pioneering study by Dr. Florence Ruderman on *Child Care and Working Mothers*<sup>2</sup> deserves special notice here. This study was undertaken in the United States to find out more about the attitudes of the general public toward day care; about the types of arrangements mothers were making for their children, and about the status of organized day care facilities. Briefly, the research was done in three stages: community opinions on day care were investigated by questionnaires directed to community leaders in the seven centres in the study group; a population survey indicating current practices and problems in supplementary child care was accomplished by in-home interviews with working

<sup>2</sup>Ruderman, Florence A., Child Care and Working Mothers, New York, Child Welfare League of America, Inc., 1968.



and non-working mothers. The final stage of the project was a survey of day care centres and related facilities, and of licensing laws and practices. This information was gathered by a mailed questionnaire to all the facilities which had appeared on community inventories, followed by a more detailed questionnaire and personal visits to sample facilities. The data on licensing were gathered by personal interviews also.

The findings of such a comprehensive study need more detailed analysis than can be included here; however, some interesting facts which it reveals are noted. The magnitude of the problem is indicated when one-third of all the mothers with children under twelve years of age were found to be working. These women were not necessarily poor or disturbed; at least as many were from the middle or upper income brackets as from the lower income levels. The majority were white, married and living with their husbands. Therefore, those responsible for planning day care facilities should develop programs for normal children of normal families. They should be essentially child care programs for supplementary care when needed for any one of a number of valid reasons, of which maternal employment is the most common.

The survey of parents' willingness to use child care centres if they were available revealed marked differences according to the level of socioeconomic status (S.E.S.): 52 per cent of working mothers in the lowest S.E.S. would use them, compared with only 29 per cent in the highest S.E.S. The somewhat negative attitude of the higher income group mothers did not seem to be concerned so much with the group care concept itself as with its community chest sponsorship and social agency context.



The positive features attributed to group care, such as dependability and convenience, mother's peace of mind, children's enjoyment and benefit from the program, appeared in the questionnaire replies at all levels of socio-economic status. The factor of learning and intellectual growth did show a definite variation, however, from the lowest to the highest levels of S.E.S.: 21 per cent of the lowest S.E.S. mentioned learning as a positive feature, while only 9 per cent of the highest group were concerned about this feature. The higher S.E.S. mothers also saw more negative possibilities in day care centres, such as overcrowding, lack of individual care and excessive structuring of the program. Less than 50 percent of the low S.E.S. mothers saw any negative features.

It is not surprising that those mothers who were most dissatisfied with their present arrangements showed the highest percentage of interest in using child care centres. Those with children over nine years of age were less interested (34 per cent) and those with children under three, although more interested (49 per cent) could not be accommodated since most child care centres did not accept these young children. Licensed family day care homes for these youngsters hardly existed at all; it is worth noting that proprietary family day care may be group care of very low quality and yet be less visible than unsatisfactory formal group service.

According to the enrolment figures collected by the Ruderman study a striking characteristic of the day care situation in the U.S.A. was the under-use of existing resources at the same time that agencies reported a large amount of unmet need for the service. Among day care centres 57 per cent were under-enrolled, while 37 per cent of nursery schools reported the same situation. At the same time however, both nursery school and day care





centre directors reported that about 60 per cent of requests for service were unable to be met. Several possible reasons for this incongruity were suggested:

1. Problems of location and transportation;
2. Lack of public knowledge and existing facilities;
3. Complexities of restrictions, requirements and priorities;
4. The absence of a comprehensive philosophy of supplementary child care service which would provide day care without social agency or custodial care concepts.

The significance of Dr. Ruderman's concluding statement is of vital consequence to all countries concerned about day care service as an essential child care program.

The conditions of contemporary life have created the need for a new institution: widely available, professional child care centres. Much needs to be learned about the forms of supplementary care best suited to children of different background, temperament, and stage of development. The service that is needed however, is one in which child care itself is the primary focus. Day care, regardless of the auspices under which it is offered, should be developed as a child care program: a program directed to optimum social and psychological health of the young child whose mother cannot care for him for some part of the day.

Ruderman also points out that "little of a conclusive nature is known about the consequences for child development of a mother's working. Equally little, or indeed much less, is known about the consequences for child development of one or another form of supplementary care."

#### Recent Canadian Studies

Several major studies have succeeded in bringing to a high level of public visibility in Canada the numerous concerns related to 'day care'. Working



Mothers and Their Child-Care Arrangements<sup>3</sup> is a 1967 survey undertaken jointly by the Women's Bureau, the Department of National Health and Welfare and the Department of Manpower and Immigration and the Dominion Bureau of Statistics. Published in 1970, this survey provides factual information on the number and characteristics of working mothers, on their children and their child-care arrangements. Among other useful data it shows that more than a million children under fourteen have working mothers and 63 percent of working mothers put in 35 or more hours a week at their jobs.

One Million Children (more commonly known as the Celdic Report)<sup>4</sup> was published in 1970 by the Commission on Emotional and Learning Disorders in Children. The Commission had recognized early in this four-year national study that "the processes that shape normal development" would have to be examined, and that "making recommendations about the services required to meet the needs of children with emotional and learning disorders would necessitate a study of general community services provided for all children." Three of the report's recommendations relate specifically to day care programs.

- that educational authorities make nursery and kindergarten programs available to all children who are likely to benefit from these pre-school experiences and that in the development of these services priority be given to children who are physically, educationally or socially handicapped. (Recommendation 2, p. 143)

- that communities give priority to the development of a variety of day care programs for infants, preschool and school age children.

<sup>3</sup>Canada, Women's Bureau, Working Mothers and Their Child-Care Arrangements, Ottawa, Information Canada, 1970.

<sup>4</sup>Commission on Emotional and Learning Disorders in Children, One Million Children, Toronto, 1970.



(Recommendation 51, p. 213)

-that space and staff be provided for day care programs in all housing areas and schools where need for this service is revealed and in places where large numbers of mothers are employed.  
(Recommendation 51, p.213)

Other critically relevant sections of the report are The Developing Child (p. 17); Proposals for Change (p. 293); New Ideas and Programs (p. 348); Those Providing Care (p. 391); The Professions and Society (p. 427); and The Citizen Role (p. 447).

The Report of the Royal Commission on the Status of Women<sup>5</sup> was published in 1970. Like the Celdic Report, it deals with a broad range of topics and includes specific comments and recommendations on the urgency of meeting the expressed need for improved day care facilities, including the adoption of a national Day Care Act and establishment of provincial Child-Care Boards.

Numerous local studies of day care have been completed in Canada during the last ten years, the majority of them sponsored by local social planning councils. An annotated list of these studies is contained in Appendix II.

#### The Effects of Maternal Separation

The validity of research studies in the area of maternal deprivation has increased considerably with the present methodological sophistication of social scientists including the use of modern techniques of sampling, control of variables, and treatment of results by computer technology. Early studies

<sup>5</sup>Canada, Royal Commission on the Status of Women in Canada, Report, Ottawa, Information Canada, 1971.



of the 1930's and 1940's used children living in institutions as their subjects and the results were very negative. These children showed inferior intellectual development, severe emotional upset and even poor physical development. The fact that institutionalized children lacked continuous affection from a particular person - the mother or a permanent mother substitute - was held as the determining condition affecting the child's personality impairment.

The use of these early results as arguments against mothers leaving their children to enter the labourforce is highly questionable. We now speak of maternal separation rather than deprivation since the children of working mothers are in fact only separated from their mothers while she is at work and they return to the security of the home at the end of each day. Hoffman<sup>6</sup> suggests that the fact of mothers working, by itself, does not lead to valid conclusions. Some of the studies done so far have found meaningful differences between the children of working and non-working mothers in general but with further breakdown into sub-groups such as social class, full-time versus part-time employment, sex and age of the children, and the adequacy of substitute supervision, it has been found that the children of working mothers are not different from those whose mothers remain in the home.

The age of the children and choice of mother substitute seem the most valid factors to investigate in relation to day care. Although there is no research evidence to confirm it, many psychologists feel that the child needs

<sup>6</sup>Hoffman, Lois W., "Effects on Children: Summary and Discussion", Chapter XIV, The Employed Mother in America, Nye, F.I. and Hoffman, L.W., Chicago, Rand McNally, 1963.





his mother at home particularly during the first five years, while others put the crucial period as the first eighteen to twenty-four months.

A survey of research studies concerning the ability of children of two, three, four and five years of age to cope with maternal separation would appear to lend support to this latter view. Of course it should not be forgotten that individual children may make an unsatisfactory adjustment in these early years.

The question of the ability of two-year-old children to cope with the anxiety of separation from their mothers was investigated by Heinicke<sup>7</sup> using observations to compare children of working mothers in a day nursery with those living temporarily in a residential nursery. It was found that during the first two days the two groups showed no significant differences. From then on marked differences appeared with the institutional children showing more intense hostility, finger sucking, crying, wetting and developing colds. The author felt that the two-year-olds in the day nursery were also under anxiety strain but they seemed more able to cope with it.

A study of anxiety and anti-social behavior in preschool children by Nye, Perry and Ogles,<sup>8</sup> revealed no significant differences in these respects among the three and four-year-old children of carefully controlled large groups of working and non-working mothers. Employed mothers were not found

<sup>7</sup>Heinicke, C.M., "Some Effects of Separating Two Year Old Children From Their Mothers - A Comparative Study", Human Relations, 9, pp 102-176.

<sup>8</sup>Nye, F.I., Perry, J.B. and Ogles, R.H., "Anxiety and Anti-Social Behavior in Preschool Children", Chapter V, The Employed Mother in America, Nye, F.I. and Hoffman, L.W., Chicago, Rand McNally, 1963.



to be more rejecting or less affectionate towards their children than mothers at home; nor did they "spoil" their children with extra attention, toys or candy to compensate for their absence. In a study of dependence and independence in the children of working mothers, Siegel, Stolz, Hitchcock and Adamson<sup>9</sup> worked with carefully matched pairs of boys and girls in kindergarten. Data were recorded during observation periods of indoor activities with each child in the pair observed the same day. The observational records were categorized into systems of behavior relevant to dependence and independence. The results showed no differences between the children of working and non-working mothers for either the kindergarten boys or the girls. There was some indication however that the significance of the mother's working may be different for a boy than for a girl and this is a subject that merits further investigation.

In an article, "The Effects of Maternal Employment on Children: Evidence from Research", Lois Meek Stolz<sup>10</sup> says, "It is evident that with preschool children an intervening psychological condition i.e. the kind of substitute care which the mother supplies in her absence, becomes an important variable influencing behavior."

A study in Spokane, Washington by Perry<sup>11</sup> interviewed over a hundred

<sup>9</sup>Siegel, Alberta E., Stolz, Lois M., Hitchcock, E. Alice and Adamson, Jean M., "Dependence and Independence in the Children of Working Mothers", Child Development, 30, 1959, pp 533-546.

<sup>10</sup>Stolz, Lois Meek, "Effects of Maternal Employment on Children: Evidence from Research", Child Development, 31, 1960, pp 749-782.

<sup>11</sup>Perry, Joseph B. Jr., "The Mother Substitutes of Employed Mothers: An Exploratory Enquiry", Marriage and Family Living, 23, 1961, pp 362-367.



employed mothers and their mother substitutes to discover some of the characteristics and attitudes of the mother substitutes towards the preschool children in their care. The mother substitutes were not well trained in a formal sense, but they did have experience with children as 82 per cent had children of their own. In questions concerning the behavior of the children, the responses of employed mothers and mother substitutes showed that, in general, the attitudes of the latter were just as favorable toward the children as the mothers. "These data indicate that ... the treatment of the children was not radically different from that which they would have received from their mothers, had they not been working."

#### The Influence of Group Experience on Young Children

In her comprehensive review of the effects of early group experience on preschool children, Joan Swift<sup>12</sup> remarks that this information should be of interest to a variety of practitioners; for the social worker concerned with planning for young children on the community level as well as the pediatrician who must advise parents on the desirability of nursery school attendance for individual children. Before day care centres are provided on a large scale as a solution to the problems of working mothers, the effects of the group experience on the child's development needs to be considered.

##### (a) Intellectual Growth:

The findings on the development of intellectual capacity were very

<sup>12</sup>Swift, Joan W., "Effects of Early Group Experience: The Nursery School and Day Nursery", Review of Child Development Research, New York, Russell Sage Foundation, Volume 1, 1964.



uneven in the early studies of the 1940's. The positive effects were shown mainly from studies at the Iowa Child Welfare Research Station. These studies reflecting gains in I.Q. have been summarized by Wellman.<sup>13</sup> Negative or no effects on intellectual development were found by other investigators about the same time, e.g. Goodenough and Maurer (1940),<sup>14</sup> Lamson (1940),<sup>15</sup> Jones and Jorgenson (1940),<sup>16</sup> Swift lists several possible reasons for this lack of agreement:

1. Specific nature and content of the program, its relation to the changes expected and its relation to the children's experiences outside the nursery school. The consistently positive results from Iowa may have resulted from the fact that the program there has always been of the highest quality with well qualified and experienced teachers working with child development students as their assistants; its set-up is optimum for research investigations and the children represent the upper middle class, with well educated parents.
2. The various studies tested children from a variety of socio-economic backgrounds.
3. Differences in parental influence depending on their educational and cultural backgrounds.

Recent studies of this intellectual factor have been concerned mainly

<sup>13</sup>Wellman, B.L., "The Effects of Preschool Attendance", R.G. Barker, J.S. Kounin, and H.F. Wright (eds.), Child Behavior and Development, New York, McGraw Hill, 1943, pp 229-243.

<sup>14</sup>Goodenough, F.L. and Maurer, K.M., "The Mental Development of Nursery School Children Compared With That of Non-Nursery School Children", Yearbook of the National Society for the Study of Education, 39, Part II, 1940, pp 161-178.

<sup>15</sup>Lamson, E.E., "A Follow-Up Study of a Group of Nursery School Children", Yearbook of the National Society for the Study of Education, 39, Part II, 1940, pp 231-236.

<sup>16</sup>Jones, H.E. and Jorgensen, A.P., "Mental Growth as Related to Nursery School Attendance", Yearbook of the National Society for the Study of Education, 39, Part II, 1940 pp 207-222.





with enrichment programs and their possibilities of raising the I.Q. of disadvantaged children. These will be noted in a later section, but they have raised questions concerning the learning or educational content of preschool programs for all children. The early day nurseries were simply custodial, looking after the physical needs of the youngsters and keeping them "happy" with busy work. The matrons were kindly women who liked children but were not educated women who would know the potential for learning represented in the young children in their charge. The nursery schools of the 1940's and 1950's were enriching experiences for the children of well-to-do families who could afford the fees charged and who were anxious that their children have the advantage of playing in a superior, well-equipped school with youngsters of their own age and ability, under the supervision of well trained adults. Intellectual stimulation was a side effect, not the prime reason for attendance.

Our present highly technical society has changed the focus of education at all levels, even for the three- and four-year-old. The sophistication of their knowledge gained, for example, from TV watching needs to be organized and channelled. This new approach is seen in the study in 1967 by Sprigle and Van de Riet<sup>17</sup> entitled "A Fresh Approach to Preschool Education and an Evaluation of its Effectiveness". The purpose of the study was to determine the effectiveness of a preschool program based on teaching children how to learn. Two carefully matched groups of lower middle-class

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<sup>17</sup>Sprigle, Herbert, Van De Riet, Vernon and Hari, "A Fresh Approach to Preschool Education and Evaluation of its Effectiveness", Reported in Research Relating to Children, Bulletin 22, 1967, p. 18.



five-year-olds were the subjects. The experimental group were given the learning to learn program with an emphasis on the principles of cognitive development. The play materials were presented on a sequential order based on the assumption that development proceeds from motor, to perceptual, to symbolic levels. The program was based on the process of learning rather than content. The control group were also in nursery school but received the more traditional methods of preschool training. At the end of the year both groups were evaluated and the experimental group had made significantly larger gains over the control group. The differences were statistically significant and of practical importance.

(b) Social Development:

One of the principal reasons advanced by parents for sending their children to nursery school is the opportunity such a setting offers for interaction with other children, learning of social skills and relations with other adults. Once again the early studies of social development were hampered by the methods used in gathering data - repeated observations of the same child during his attendance in the group did show positive changes in social functioning but whether these were due to the effects of the program or simply to maturation cannot be determined. Studies using the sounder methodology of comparing nursery attenders with a carefully matched control group of non-attenders have shown inconsistent



results. Those of Cushing,<sup>18</sup> Hattwick,<sup>19</sup> and Allen and Masling<sup>20</sup> were based on elementary school teachers' ratings of various aspects of social behavior as a measure of social adjustment, and all reported positive findings. Negative results have been shown by Bonney and Nicholson<sup>21</sup> and recently by Brown and Hunt (1961).<sup>22</sup> The latter indicated that "with respect to personal adjustment, participation in group activities, and relations with other children, non-nursery school children are rated by their teachers as better adjusted than those who have attended nursery school." In the case of the adjustment of the child to the teacher the difference in rating was not significant, as was also the case with rated intelligence. The authors point out possible reasons for these negative and unexpected results:

1. The Nursery school stresses individual initiative while public school kindergarten demands group conformity.
2. A nursery school child may show problem behavior because he is

<sup>18</sup>Cushing, H.M., "A Tentative Report on the Influence of Nursery School Training Upon Kindergarten Adjustments as Reported by Kindergarten Teachers", Child Development, 5, 1934, pp. 304-314.

<sup>19</sup>Hattwick, D., "The Influence of Nursery School Attendance Upon the Behavior and Personality of the Preschool Child", Journal of Experimental Education, 5, 1936, pp. 180-190.

<sup>20</sup>Allen, G. and Masling, J., "An Evaluation of the Effects of Nursery School Training on Children in the Kindergarten, First and Second Grades", Journal of Educational Research, 51, 1957, pp. 285-296.

<sup>21</sup>Bonney, M. and Nicholson, E.L., "Comparative Social Adjustments of Elementary School Pupils With and Without Preschool Training", Child Development, 29, 1958, pp. 125-133.

<sup>22</sup>Brown, A.W. and Hunt, R.C., "Relations Between Nursery School Attendance and Teachers Ratings of Some Aspects of Children's Adjustment in Kindergarten", Child Development, 32, pp. 585-596.



sincerely bored and he tends to "show-off" his superior knowledge to enhance his status. This interpretation is consistent with Allen and Masling's finding that nursery school children showed superior social adjustment at the second grade after initial adjustment difficulties were overcome.

The brighter children would be more affected by repetition of program and positive effects of preschool group attendance would be delayed until there was new learning included.

3. The nursery school is very likely to have children in real need of social learning, this being the prime reason for attendance. They may be improved in social development over what they would have been had they not attended preschool.

Another reason for this negative rating of social development suggests itself. Teacher training colleges have emphasized smooth programming as the ultimate goal of successful teaching. Concepts of the needs of individual children have been lost with the necessity of completing a set learning program by all the children in the class. A teacher trained in this manner is really disturbed by the confident, independent and out-going behavior of the child for whom school is not new. Perhaps the recommendations of the Hall-Dennis Report<sup>23</sup> towards individualizing education in a child-centered environment will bring public school teachers closer to this philosophy which preschool teachers have practised since the beginning.

In conclusion, Swift comments: "Most important of all, it would seem that here (as was the case with studies of intellectual development) material is not available concerning the kind of social experiences and guidance the children were receiving in the various programs."

<sup>23</sup>Ontario Department of Education, Living and Learning. The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario, (Hall-Dennis Report) Toronto, 1968.





## (c) Adult - Child Relationships:

The vitally important role of the teacher in the preschool group experience for individual children cannot be over-emphasized. The most elaborate and expensively equipped setting cannot be fully used by inexperienced or ill-trained teachers. Conversely, a superior teacher can create an atmosphere full of learning potential in a modest physical surrounding using fundamentally simple materials. The relationship between children and adults has been under study many times. Reichenberg-Hackett<sup>24</sup> describes motivating techniques such as encouragement and discouragement as determinants of the nursery school experience for the child. The specific kinds of activities provided in the program, the values supported by the teacher's behavior and the availability of the teacher's attention, are all seen as variables which are a part of these motivating techniques.

The tendency of the child to model his behavior on that of a responsive adult has been demonstrated by Bandura and Huston (1961).<sup>25</sup> The children tended to imitate the behavior of a teacher with whom they had a warm and rewarding confidence rather than with one who remained cool and aloof. A study by Hartup and Himeno (1960),<sup>26</sup> showed that withdrawal of

<sup>24</sup>Reichenberg-Hackett, W., "Practices, Attitudes and Values in Nursery Group Education", Psychological Reports, 10, 1962, pp 151-172.

<sup>25</sup>Bandura, A. and Huston, A.C., "Identification as a Process of Incidental Learning", Journal of Abnormal and Social Psychology, 63, 1961, pp.311-318.

<sup>26</sup>Hartup, W.W. and Himeno, Y., "Social Isolation vs Interaction With Adults in Relation to Aggression in Preschool Children", Journal of Abnormal and Social Psychology, 59, 1960, pp 17-22.



adult attention or responsiveness caused the child to react with anger and increased attention-seeking behavior. In very young children, from a year to two and a half, the presence of a familiar adult is crucial to the child's ability to adjust in an insecurity-provoking situation (Arsenian, 1943).<sup>27</sup> This finding is reflected in current practice of requiring mothers to remain in the day care centre for a few days until their child has a chance to get his bearings and become familiar with his teachers. Gradually the teacher is able to provide the child with the sense of security he needs to tackle the new environment and its seemingly frightening experiences. Her presence nearby encourages rather than discourages independence; as he becomes more secure, the dependency decreases.

Gradual introduction of the child to the group program is also recommended by Rose<sup>28</sup> who sees it as a means of maintaining emotional security as confidence in the teacher is established and the fact of his parents returning is substantiated. The role of the adult as the interpreter of standards of conduct is seen in the results of Siegel and Kohn's<sup>29</sup> study on aggression in children's play. The preschool child is still dependent on the adult for approval, direction and attention.

<sup>27</sup>Arsenian, J.M., "Young Children in an Insecure Situation", Journal of Abnormal and Social Psychology, 38, 1943, pp 225-249.

<sup>28</sup>Rose, John A., "A Re-evaluation of the Concept of Separation for Child Welfare", Child Welfare, 41, 1962, pp 444-458.

<sup>29</sup>Siegel, A.E. and Kohn, L.G. "Permissiveness, Permission and Aggression: the Effect of the Adult Presence or Absence on Aggression in Children's Play", Child Development, 30, 1959, pp 131-141.



The possibilities of using day care centres to improve health conditions in the community are substantial. Health departments have an excellent opportunity to reach low income families through the children who are attending day care programs. Peters<sup>30</sup> claims that good health supervision for these children can protect the health of many who are not reached through conventional well-baby clinics. Home visits by health workers could encompass all members of the family in need of medical attention. The interest these families have in their children opens the way for meaningful health and nutrition education in these homes. Eisenstein<sup>31</sup> reports that in an Atlanta health program in day care centres it was found that working mothers simply could not afford to take a day off to take their child to out-patient clinics, but when preventive medical care was offered through the day care centre they readily gave their permission for the check-up and were most interested in the results.

Thus it is evident that the influence of group experience on young children can extend in many directions, encompassing a large number of related factors and needing the attention of a variety of adults.

#### The Value of Preschool Enrichment Programs

Preschool enrichment programs for disadvantaged children are being carried on in a great variety of settings. Research studies to assess the value of these programs are numerous and recent, so recent in fact that the long-term

<sup>30</sup>Peters, A.D., American Journal of Public Health, 54, 1964, p. 1905.

<sup>31</sup>Eisenstein, F., "A Health Service Program for Children in Day Care", Children, 13, 1966, pp 140-143.



effect of this enrichment remains to be documented.

All authorities agree that young children in the poorest families are significantly behind their peers in the middle and upper income levels in the kind of development which determines success in school, by the time they start their education. Bloom and his co-workers<sup>32</sup> state that "with no known exceptions, studies of three- to five-year-old children from lower socio-economic backgrounds have shown them to be retarded or below average in every intellectual ability."

It has been found that disadvantaged children typically score 5 to 15 I.Q. points below average on general intelligence tests which serve as a very general sort of indicator of how much a child has learned that is relevant to success in school. This range of deficit means an overall average of three to nine months retardation for five-year-old children. This degree of retardation in general intelligence should be considered in conjunction with the level of functioning in other areas of development. It is estimated that disadvantaged children of preschool age are typically at least one year behind in their use of language. To quote from Weaver's report<sup>33</sup> on the Psycholinguistic Abilities of Culturally Deprived Children: "...in practically every aspect of language development that has been evaluated quantitatively, young disadvantaged children have been found to function at the level of average children who are a year or more younger."

<sup>32</sup>Bloom, B.S., Davis, A., Hess, R., Compensatory Education for Cultural Deprivation, New York, Holt, Rinehart and Winston, Inc., 1965.

<sup>33</sup>Weaver, S.J., Interim Report: Psycholinguistic Abilities of Culturally Deprived Children, George Peabody College, 1963 (mimeograph).





The National Council of Teachers of English<sup>34</sup> have been considering Language Programs for the Disadvantaged (1965). Their results show a cumulative deficit in which small deficiencies at an early age lead to inferior learning which in turn increases the magnitude of the deficiency. The level of language facility of disadvantaged young people by the high school age has mounted to four years of retardation in reading ability. The importance of language should be emphasized in its relationship to developing cognitive processes. Familiarity with abstract words of position, comparison and relationships are necessary before children can organize and label their experiences to develop a greater facility in thinking.

Cognitive functioning is an active, questioning, testing, inventing and information-producing behavior which is missing from the lives of culturally deprived children. The developmental sequence shows the two-year-old child naming objects constantly and involved in gross motor activity. Middle class parents help their children increase vocabulary by continually naming the things which surround the child, and there is space for climbing, pushing and carrying. By three years of age the child is organizing his thoughts by constant questioning; he enjoys finding relationships in size, form and color with peg-boards, puzzles and creative materials.

J. McVicker Hunt<sup>35</sup> sees the overcrowding in poverty areas as detri-

<sup>34</sup>N.C.T.E. Task Force on Teaching English to the Disadvantaged, Language Programs for the Disadvantaged, Champaign, Illinois, National Council of Teachers of English, 1965.

<sup>35</sup>Hunt, J. McV., "The Psychological Basis for Using Preschool Enrichment as an Antidote for Cultural Deprivation", Merrill-Palmer Quarterly, 10, 1964, pp 209-248.



mental from the second year on as the two-year-old is curbed in his early language attempts due to lack of attention from adults and lack of space for motor activity. The three-year-old's constant 'why's' go unanswered and he lacks the materials for early experiments with his environment. In considering the possibilities of reversing this backward trend by an enrichment program Hunt states that "retardation which occurs during the second year and even that during the third year, can probably be reversed to a considerable degree by supplying proper circumstances in either a nursery school or day care centre for children of four and five - but I suspect it would be preferable to start with children at three years of age."

The fundamental question now becomes how to accomplish this vitally needed enrichment process. There are wide variations in approach, all of which have produced results showing improvement in the children's intellectual and language abilities. In Canada these approaches are seen in such programs as the Afternoon School, a highly structured, intensive program for five-year-olds conducted by the Ontario Institute for Studies in Education under the direction of Dr. Carl Bereiter. These lower income children attend regular kindergarten in the morning where they enjoy free play, creative activities and group experiences. Five afternoons a week they spend two hours at the Afternoon School where the program includes periods of specific language training, motor coordination, reading and mathematics. There are intentional variations in the tempo of lessons to keep the children alert; they learn to concentrate and work hard. New words, shapes and grammatical constructions are introduced slowly in a carefully planned sequence, teaching concepts of sameness, differentness and incongruity. Dr. Bereiter



believes that the logical time for academic preparation is when the children are about to enter Grade 1. It is obvious that this program requires highly trained teachers in an especially prepared setting. The long-term results of this program will be most interesting to watch.

In Halifax the Brunswick-Cornwallis Preschool Program for disadvantaged white and negro children has been developed under Dr. Barbara Clark<sup>36</sup>, with wide cooperation from the community. It is supported primarily by individual and group donations from church and civic organizations. These four-year-old children attend three hour sessions three times a week, for a program including short fifteen to twenty minute periods of structured training in perceptual discrimination, concept formation and language development. This learning is reinforced through the remainder of the day by a high ratio of one adult to four or five children. The adults are purposely acting as models for speech and social behavior, helping children to generalize concepts, ask questions, make choices and complete tasks. They provide encouragement and recognition for the individual child's efforts to participate adequately. Carefully chosen community volunteers and advanced undergraduates from Dalhousie University assist the two head teachers and two assistant teachers to make a very strong team of concerned adults. In 1966 the Preschool became a field work placement for the Maritime School of Social Work from which two advanced students work two and a half days a week with the parents, offering counselling and referral services, child guidance and a weekly mothers' club. The effects of the program have been tested using Stanford-Binet I.Q. scores to compare the children in the Preschool Program

<sup>36</sup>Clark, Barbara S., "The Brunswick-Cornwallis Preschool: A Program for Disadvantaged White and Negro Children", Child Study, 29, 1967, pp 17-27.



with a control group who had no enrichment program. The Preschool group had a mean gain of 11 I.Q. points from the end of their enrichment year to the end of Grade 1, while the control group showed a mean loss of 0.4 I.Q. points during the same time, although they had started with a good deal higher I.Q. (103.6 as compared with 87.4 for the Preschool group). It is significant that all the children with nursery experience showed a gain.

The social behavior of the children is modified by systematic observation and manipulation of the conditions precipitating the behavior and its consequences. Thus, by strengthening desirable behavior with adult approval and ignoring unwanted behavior, if possible, the children are helped to achieve acceptable behavior. Racial attitudes are positively influenced by deliberate staging of the racial makeup of the school and by interest shown in the "differentness" of children.

The enrichment program initiated by the Montreal Section of the National Council of Jewish Women of Canada<sup>37</sup> has involved the families of the children to a large extent through the cooperation and guidance of the Family Life Education Council. The Protestant School Board of Greater Montreal has also cooperated with the project. Since 1965 this program, together with one established by the United Church and an afternoon group conducted by the Mental Hygiene Institute, have coordinated their programs to participate in a comprehensive five-year study of the effects of family life education services and differences related to socio-economic status and intensity of involvement. Dr. R.H. Prince of the Montreal Mental

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<sup>37</sup>National Council of Jewish Women of Canada, Montreal Section, Preschool Project 1967-68, Montreal, 1968.





Hygiene Institute designed the study which involves four groups each of preschool children and their parents from a lower and middle class background. In each socio-economic stratum, one group is a control with no services; one has the children attending nursery school for one year with mothers not involved; the third group has children in nursery school and mother involved in regular discussion groups throughout the school year, and the fourth group provides maximum involvement - children in nursery school, mothers in discussion groups, mothers having well-being interviews which may indicate the need for marriage counselling service or social work involvement. Each family is appraised for its nutritional status and each child is screened by a speech therapist. The children and their families will be followed for four more years to determine the durability of any changes observed.

While there are advantages to providing enrichment programs during the preschool years, as previously noted, there is no reason to limit these to the early years. School age children can benefit also from special attention to the deficiencies which have surrounded them. The Duke of York Day Care Project<sup>38</sup> has been developed as part of the Inner-City Schools program of the Board of Education for the City of Toronto. Twenty children from the school have been chosen by the school social worker and teachers as those who would benefit most from a hot lunch and after-school supervision. The program is under the direction of a woman trained in preschool education and child development. She is assisted by a paid worker, a volunteer from

<sup>38</sup>Toronto Board of Education, The Duke of York Day Care Project, Toronto, The Board (Research Department), 1968.



the Company of Young Canadians as well as volunteer help of third-year student nurses from St. Michael's Hospital. This makes possible a ratio of one adult to every three children, providing a high degree of individual attention where such is needed.

The Research Department of the Toronto Board of Education has completed a three month study to assess the progress of the children in the Duke of York Day Care Project. Using rating scales of overt behavior and anecdotal records the following four items were studied:

1. Children's emotional, social and intellectual patterns of behavior;
2. Level of physical health;
3. General level of mental and emotional health;
4. Acceptance of the day care centre program from attendance records, response of families and community response.

The results have shown marked behavior changes in a favorable direction in terms of sociability. As a group, there has been progress in sharing materials and the attention of adults, indicating that the children feel secure in the day care setting. It is hoped that this improvement will be carried over to their school teachers, parents, siblings and peers. From the health study, it was found that all the children except three gained weight during the period. These three children had been absent from the program and the hot lunch for about a week. Changes in mental and emotional health were difficult to establish on such a short-term observation, but individual children in difficulty were given intensive adult attention since it was believed that this was one aspect of normal family life which was lacking for these children. The school nurse reported improved relations



with parents of the day care project children; they were kept informed about the program and their signatures were required for medical examinations and excursions, etc. Community response was also good and real interest was shown in the project.

The Winnipeg Board of Education has also become involved in enrichment programming with the establishment of a Higher Horizons Program for four-year-olds in the most depressed area of the city. This program is very flexible and closely follows the traditional nursery school pattern except that the teacher is very aware of her choice of words, constantly relating concepts and logical thinking. The program is enriched according to the children's attention span and abilities. This program and the Toronto Afternoon School have been reported by Harriet Law<sup>39</sup> in the Parent-Teachers magazine, Quest.

A brief survey of American research studies has been reported by Brittain.<sup>40</sup> His report shows favorable results of preschool programs for culturally deprived children shown in the work of Gray and Klaus,<sup>41</sup> Goldstein,<sup>42</sup> and Beller.<sup>43</sup> All showed higher I.Q. scores for children in

<sup>39</sup>Law, Harriet, "Preschool Education", Quest, 6, 1968, pp 6, 27-30.

<sup>40</sup>Brittain, C.V., "Preschool Programs for Culturally Deprived Children", Children, 13, 1966, pp 130-134.

<sup>41</sup>Gray, Susan W. and Klaus, Rupert A., "An Experimental Preschool Program for Culturally Deprived Children", Child Development, 36, 1965, pp 887-898.

<sup>42</sup>Goldstein, L.S., "Evaluation of an Enrichment Program for Socially Disadvantaged Children", Institute for Developmental Studies, New York Medical College, New York, 1965 (mimeograph).

<sup>43</sup>Beller, E.K., Annual Report of Research in the Philadelphia Experimental Nursery School Project, Philadelphia: Council for Community Advancement, 1965 (mimeograph).



enrichment programs over control groups and higher scores on the Peabody Picture Vocabulary Test. The first two studies report that gains have been maintained for about two years. However, Weikart<sup>44</sup> and Larson and Olson<sup>45</sup> report that substantial gains shown at the end of the enrichment programs were not maintained; the first showed group differences no longer statistically significant by the end of the second year and the latter also found early superiority in psycholinguistic ability and other tests were no longer evident by the end of Grade 1.

Fuschillo,<sup>46</sup> working with young three-year-old children in a longer enrichment program found that the experimental group gained ten I.Q. points the first year and 4.6 points the second year. The control group averaged a gain of four I.Q. points in the two years. In other tests significant gains were shown by the experimental children and negligible improvement by the controls. Although the children were from the low socio-economic bracket, when the results were sub-divided between high, middle and lowest backgrounds (within the main low bracket), it was found that the children from the highest of these levels made extraordinary gains of seventeen I.Q. points the first year but lost one point the second year. The middle and lowest groups gained 13 and 16 points altogether with almost even gains each

<sup>44</sup>Weikart, D.P., Kami, C.K., and Radin, N.L., Perry Preschool Progress Report, Ypsilanti Public Schools, Ypsilanti, Michigan, 1964 (mimeograph).

<sup>45</sup>Larson, R.G. and Olson, J.L., "A Pilot Project for Culturally Deprived Kindergarten Children: Final Report", Unified School District No. 1, Racine, Wisconsin, 1965 (mimeograph).

<sup>46</sup>Fuschillo, Jean C., "Enriching the Preschool Experience of Children from Age 3 - The Evaluation", Children, 15, 1968, pp 140-143.





year. Fuschillo suggests that children from the most deprived homes need two years of enrichment to derive full benefit, while children from the less economically depressed and better organized homes would perhaps make further gains the second year if they were given a more stimulating environment including middle and upper class children. These experimental children are to be followed for several years by the Social Research Group of George Washington University.

In "An Evaluation Study of Prekindergarten Programs for Educationally Disadvantaged Children...", Di Lorenzo and Slater<sup>47</sup> found that the most effective programs were those with most specific and structured cognitive activities and, in general, gains made in the prekindergarten were sustained in the kindergarten but were not extended. Another experimental study of preschool enrichment for culturally deprived children has been reported by Gray and Klaus.<sup>48</sup> The children were three- and four-year-old youngsters who were given varying amounts of enrichment during the summer months. The first group had three years of summer school before public school entrance, plus a home visitor to work with their parents through the winter. The second group had two summers enrichment plus the home visitor, and the control group had no enrichment. Each experimental group had a fully trained head teacher plus four teaching assistants who were college students, making the ratio of one adult to four or five children. Men teachers were purposely

<sup>47</sup>Di Lorenzo, Louis T. and Slater, Ruth, "An Evaluation Study of Prekindergarten Programs for Educationally Disadvantaged Children: Follow-Up and Replication", Exceptional Children, 35, 1968, pp 111-119.

<sup>48</sup>Op. Cit.



included because so many of the children had no father in the home. The results of this study were definitely positive. Both on I.Q. tests and Peabody Picture Vocabulary tests at the beginning and end of the summer sessions, the experimental group scored significantly higher than the controls, and their superiority was shown also on an elaborate battery of preschool screening tests given to all children entering public school. Tests will be continued on these children for several more years in the hope that their gains will prove to be durable.

The overall pattern of these results indicates that enrichment programs show early success in bringing disadvantaged children closer to their middle class peers as they enter formal schooling but they tend to lose their gains in the larger mainstream. Whether early intensive training in cognitive skills in a learning oriented, highly stimulating atmosphere will hold up when the child enters the more relaxed atmosphere of the public school kindergarten remains to be discovered. Perhaps these children need more fundamental learning in self concepts, feelings of security and confidence in adults, behavior patterning and a high degree of reinforcement of learning through repetition in a variety of situations and from a variety of adult models. A combination of these approaches as described by Dr. Clark in Halifax may be the most successful in long-term results. Here short periods of intensive training are reinforced by many adults all of whom are consciously repeating the same learning in a great variety of situations.

#### A Community Approach to Day Care Services

The need for a multi-discipline approach to day care services involving



parents and the community is implicit in many reports of research studies, though not necessarily the main consideration of these investigations. This is especially true in the enrichment programs mentioned above. The extent of involvement in the Brunswick-Cornwallis program in Halifax includes financial support from several churches and civic organizations, and a research grant from the Laidlaw Foundation in Toronto; community volunteers contribute to the staff; research assistance and student volunteers come from Dalhousie University, and the Maritime School of Social Work contributes counselling and referral service for the families.

The scope of involvement in the Duke of York Project is also impressive, with funds contributed from the Save the Children Fund, the Atkinson Foundation and Downtown Church Workers Association. The Company of Young Canadians contributed one paid worker and a volunteer on a full-time basis. The services of the trained program director were made available through Holy Trinity Church and paid for by the Downtown Church Workers. All Saints Church provided kitchen facilities, personnel and eating space; the Board of Education contributed space, equipment and indirectly the time of school personnel; and student nurses came as volunteers from St. Michael's Hospital to work with the children.

The agencies taking part in the Montreal project are the Protestant School Board of Montreal, the National Council of Jewish Women, the Family Life Education Council and the Mental Hygiene Institute. All are cooperating in a combined effort to find the most successful formula for enriching the lives of disadvantaged children in their community.



Cooperative efforts are to be expected in programs of enrichment but day care services for all children also need the combined efforts of professional workers from several fields in order to be totally effective. A summary of formal policy recommendations contained in thirteen Canadian day care studies since 1964 shows that:

- (a) 5 studies recommend increased efforts to educate the community on the subject of day care services.
- (b) 2 studies recommend an attempt to bring about closer working relationships between day care personnel and parents.
- (c) 2 studies recommend the participation of citizens in the planning of day care services.

In its report on Day Care in Metropolitan Toronto,<sup>49</sup> the Social Planning Council of Metropolitan Toronto includes recommendations involving the coordination of day care planning and services. As a preliminary step to the provision of day care services in any community it recommends the formation of a Day Care Committee having very wide representation from the community at large, both lay and professional persons, public and private agency representation as well as parents. This Committee would be ongoing for long range planning, for establishment of priorities, for exchange of information and ideas by various day care agencies, for a source of guidance to any part of the community in all matters pertaining to day care, and for communication with other services so that day care may fit into the total pattern of community planning.

In regard to the specific Toronto situation, the report recommends that consideration be given to the creation of a Coordinating Committee on

<sup>49</sup>Social Planning Council of Metropolitan Toronto, Day Care in Metropolitan Toronto, 1968.





Day Care for Metropolitan Toronto to act in the areas of community education, coordination of services, exchange of information, and establishment of priorities and standards; and that action for this purpose be undertaken by the Social Planning Council. This report also recommends that a dialogue be established by this Committee among the three components of good day care programs - health, education and welfare - to ensure cooperation among these components of service.

An interesting pilot project of community involvement is underway in the Muskoka-Parry Sound area. Although not directly connected with the implementation of day care services, the potential of such a project in this respect makes it worth notice here. The program is one of "Primary Prevention in Mental Health".<sup>50</sup> It was established in October 1967 by the local Board of Health under sponsorship of the Mental Health Division of the Ontario Department of Health and made possible by a federal mental health grant. Basically the project is designed to provide the services of a full-time Program Coordinator who is willing to listen to any problem of a psychological nature from any group or individual who wishes to talk about their needs. This man is both a doctor and psychologist who knows the potential and personnel of all existing community resources. He refers people to the appropriate service or person who can help them, thus facilitating the fullest use of services. Ministers, teachers and public health nurses are used extensively to help in the early stages of problems before clinicians such as physicians, social workers and psychologists are needed. Full evaluation of this experimental program cannot be made at such an early stage of its

<sup>50</sup>Robertson, Bruce, "Primary Prevention: A Pilot Project", Canada's Mental Health, 16, 1968, pp 20-22.



existence but one of the early results concerns the establishment of a full-fledged course in nursery school education developed by local citizens in consultation with the Coordinator and sponsored by the regional community college. This program resulted from enthusiasm created during a four week seminar on parent education.

The American Academy of Pediatrics<sup>51</sup> published a statement in 1966 from their Committee On Infant and Preschool Child concerning the responsibilities of the physician in regard to his services in day care centres. The statement recommends that "the physician should share responsibility with administration for interpreting the total health program of the centre to the community to secure greater understanding of its overall goals and of its operating procedures. By training and experience, pediatricians are qualified to provide guidance in physical and emotional health. Their active interest in establishing and servicing day care facilities where needed is earnestly solicited."

The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario,<sup>52</sup> known as the Hall-Dennis Report, shows the concern of Canadian education authorities for the preschool years. In this report published in 1968 the following statements appear:

1. Nursery schools, in particular, deserve encouragement and support from school boards, It is suggested that provincial financial aid be provided when boards assist nursery schools in their jurisdictions.

<sup>51</sup>American Academy of Pediatrics, "Pediatrics and Day Care of Children", Newsletter Supplement, November 1966.

<sup>52</sup>Op. Cit.



2. It is during this vital stage (preschool years) that parents might expect maximum assistance through the availability of coordinated health and educational services. It should be a coordinating centre for social services to preschool children and their families.

3. Liaison with public health nurses, librarians, community recreation directors, and so on, should be close and continuous.

In the first issue of its publication Voice for Children, the Day Care and Child Development Council of America, Inc. describes the work of the Federal Interagency Panel on Early Childhood Education.<sup>53</sup> This coordinating body was set up in April 1968 as a result of a White House directive to the Secretary of Health, Education and Welfare. Its function is to provide a leadership focus within the federal government for all child development programs. Its federal department membership includes representatives from all three divisions of Health, Education and Welfare, Labour, Agriculture, Housing and Urban Development, the Office of Economic Opportunity, Commerce (Economic Development Administration), Interior (Bureau of Indian Affairs), and the Bureau of the Budget.

One of the panel's first attempts to promote coordination is the newly launched Community Coordinated Child Care (4C) Program which seeks to mesh the operations of all the various federal child care programs within a community by providing a common framework of regulations and procedures. Further consideration of the details of this organization of the complex American set-up is unnecessary considering the level of our Canadian government involvement in day care service, but it does show possibilities for future needs of inter-agency communication which can facilitate maximum use of existing services.

<sup>53</sup>Day Care and Child Development Council of America, Inc., "Federal Coordination of Day Care Pushed", Voice for Children, 1, 1968, pp 1-4.



